

## Political and Security Affairs

### Regional Issues

#### Near East

##### Iraq

Iraq's Transitional Administrative Law required elections for the Transitional National Assembly, Governorate Councils, and the Kurdistan Assembly to be held at the same time and no later than January 31, 2005. In accordance with this requirement, Iraq held elections for these bodies on January 30. UN Special Representative of the Secretary-General (SRSG) for Iraq Ashraf Qazi (Pakistan), the UN Assistance Mission for Iraq (UNAMI), and the UN Electoral Assistance Division provided support and assistance to the Independent Electoral Commission of Iraq, which organized the elections. Millions of Iraqis exercised their right to vote, despite insurgent attacks aimed at disrupting the democratic transition. The United Iraqi Alliance received 140 seats in the Transitional National Assembly. Despite this majority, no single party had the two-thirds majority needed to name the three-member Presidency Council, which was the Assembly's first order of business.

On February 16, the President of the UN Security Council made a statement on behalf of the Council congratulating the people of Iraq on the successful elections, and declaring that the elections represented a historic moment for Iraq and a positive step in its political transition. The statement noted that by going to the polls, the Iraqis had demonstrated their respect for the rule of law and nonviolence, and the Council commended the Iraqi people for having taken the step to determine freely their own political future and encouraged the continuation of Iraq's political transition.

On April 11, SRSG Qazi briefed the Security Council on the Secretary-General's most recent quarterly report on Iraq. Qazi focused on positive developments in Iraq's political situation since the January elections, including the convening of the Transitional National Assembly on March 16. He stressed the importance of inclusiveness in the upcoming Iraqi constitutional process and urged the rapid formation of a new government to allow Iraq to move on to the next political phase. The Council issued a statement to the press welcoming the political developments in Iraq; urging the Transitional National Government to proceed without delay on the constitutional process; and stressing the need for the process to be as inclusive, participatory, and transparent as possible. The statement also encouraged the Transitional National Assembly to promote genuine political dialogue and national reconciliation, and to ensure that all Iraqis had a voice in the drafting of the permanent constitution.

On April 28, the Transitional National Assembly overwhelmingly approved Prime Minister Ibrahim al-Jafari's slate of cabinet officers. In

response to the formation of the new Iraqi Government, the Security Council issued a press statement on April 29 welcoming the Iraqi government formation as envisaged in UN Security Council Resolution 1546. The Council also deplored the continuing violence in Iraq and encouraged all of Iraq's political forces to continue the inclusive political process and dialogue for the best interest of the Iraqi people.

On May 31, Security Council members reviewed the mandate of the Multinational Force (MNF) and certain arrangements for the Development Fund for Iraq (DFI) and the International Advisory and Monitoring Board (IAMB), consistent with Resolution 1546. During the Council session, Iraqi Minister for Foreign Affairs Hoshyar Zebari addressed the Security Council, stressing the Iraqi Transitional Government's strong support for the MNF and the DFI/IAMB arrangements. Zebari said that Iraqi Security Forces (ISF) were incrementally assuming security responsibilities and he looked forward to the ISF taking full responsibility. He reiterated in person the Transitional National Government's formal request for continuation of the MNF mandate, which had been conveyed in writing to the President of the Council and circulated to all Council members.

On August 11, the United States and other Council members unanimously adopted Resolution 1619, which extended UNAMI's mandate for an additional 12 months, and stated the Council's intention to review the mandate in one year, or earlier, if requested by the Iraqi Government. The Council also reaffirmed that the United Nations should play a leading role in assisting the Iraqi people and government in the formation of institutions for representative government and in promotion of national dialogue and unity.

On September 21, SRSQ Qazi again briefed the Security Council. He praised the just-concluded constitution as a key benchmark in the political process laid out by Resolution 1546. Iraqi Foreign Minister Zebari also addressed the Council and described the draft constitution as the "best deal" possible on a consensus basis. He welcomed the efforts of UNAMI and urged that it broaden its outreach, increase personnel, and lead more rapid disbursement of international donor funds.

On October 15, following the Transitional National Assembly's October 13 endorsement of the draft text, a referendum on the constitution was held, in accordance with the Transitional Administrative Law. The Independent Electoral Commission of Iraq, with the assistance of UNAMI, organized the referendum. The Security Council issued a press statement on October 17 welcoming the referendum and commending the support provided by UNAMI and other international electoral and constitutional experts.

On November 11, the Security Council adopted Resolution 1637, extending until December 31, 2006, the mandate of the MNF and certain arrangements for the DFI/IAMB.

The December 15, 2005, election for a new Parliament marked the last phase of the political transition process set forth in the Transitional Administrative Law and endorsed by the Security Council in Resolution 1546.

This election was the third major national electoral event in Iraq in 2005. Despite security concerns, turnout was high throughout the country. On December 16, the Security Council issued a press statement commending the courage of the Iraqi people who again demonstrated their commitment to a peaceful, democratic political process. Members of the Council also said they were encouraged that political parties representing all of Iraq's various communities participated in the election.

During 2005, the United States presented four reports to the Security Council regarding MNF activities in Iraq on behalf of the MNF, consistent with Resolutions 1546 and 1637.

UNAMI is funded through the UN regular budget. In 2005, UNAMI's budget was \$88.3 million; the U.S. contribution was \$19.4 million.

#### **Arab-Israeli Situation**

The United States actively pursued in the United Nations President Bush's vision of two democratic states, Israel and Palestine, living side by side in peace and security. To this end, the United States continued to work in partnership with the other members of the Quartet (the United Nations, European Union (EU), and Russia) to realize the Quartet's Performance-Based Roadmap to a Permanent Two-State Solution to the Israeli-Palestinian Conflict ("Roadmap").

On January 13, 2005, the Security Council adopted a presidential statement welcoming the January 9 Palestinian Presidential election, which was won by Mahmoud Abbas. The statement commended the credible and fair character of the vote and congratulated the Palestinian people's commitment to democracy as demonstrated by their participation in the election.

On January 25, in response to the December 10, 2004, request of the United States, all EU members, Australia, Canada, Israel, New Zealand, and the Russian Federation, the Secretary-General convened a special session of the General Assembly to commemorate the 60th anniversary of the liberation of the Nazi concentration camps. The broad support for this special session represented a significant achievement in Israel's efforts to focus UN attention on issues of importance to Israel.

In July 2005, the Security Council held an open debate on the situation in the Middle East in response to requests by the Palestinians and their supporters for an opportunity to air views on the Israeli-constructed security barrier. During the session, the Palestinian observer mission representative argued that that the July 9, 2004, International Court of Justice advisory opinion had declared the barrier illegal. The Israeli representative noted that Israel was sensitive to the impact of its defensive measures on Palestinians and was working with the Palestinian Authority, the United Nations, and the Israeli High Court to mitigate the impact. No Security Council resolution, presidential statement, or press statement resulted from the session.

On August 24, 2005, a Security Council press statement noted that the members of the Security Council welcomed the beginning of Israeli withdrawal from Gaza and parts of the northern West Bank and commended the ongoing implementation of the process.

Following the September 20 meeting of the Quartet, the Security Council adopted a presidential statement renewing its call for action in parallel by Israel and the Palestinian Authority on their obligations in accordance with the Roadmap.

On November 30, the Security Council adopted a presidential statement welcoming the Agreement on Movement and Access and the Agreed Principles for the Rafah Crossing reached on November 15 between Israel and the Palestinian Authority. The Security Council also again renewed its call for action in parallel by Israel and the Palestinian Authority on their obligations in accordance with the Roadmap.

During the 60th session of the General Assembly, the United States lobbied heavily in support of the first UN General Assembly resolution ever introduced by Israel, which sought to establish January 27 as an annual day of commemoration in memory of victims of the Holocaust. On November 1, the General Assembly adopted the resolution by consensus, with 104 member states cosponsoring. Building on the momentum of Israel's drive to convene the January Special Session commemorating the 60th anniversary of the liberation of the concentration camps, this resolution represented another success in focusing UN attention on issues of importance to Israel.

The 60th General Assembly regular session adopted 18 resolutions concerning the Israeli-Palestinian conflict and related issues. The United States opposed many of these resolutions for the following reasons: they addressed final status issues that the Israelis and Palestinians have agreed to decide through negotiations, advocated activities or language incompatible with basic principles of the Middle East peace process, and/or expended resources that could be used in more productive ways to improve the lives of the Palestinian people. To address these concerns, the United States continued its efforts to reduce the number of Middle East resolutions introduced during the 60th General Assembly. Negotiations between Israel and the Palestinians, brokered by the United Kingdom with the strong support of the United States, resulted in the withdrawal of one resolution dealing with Palestinian children. This reduced the total number of Middle East resolutions by one from the 2004 total of 19.

The United States also made progress in the 60th General Assembly toward its goal of cutting into the large, automatic majorities by which these recurring resolutions have usually passed. U. S. lobbying and demarches marginally increased the number of "no" votes and abstentions over last year.

Also during the Assembly, the United States mounted a major effort to target three resolutions that renewed the mandates of UN entities that perpetuate institutional discrimination against Israel. These are the Division for Palestinian Rights, the Committee on the Exercise of the Inalienable Rights

of the Palestinian People, and the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories. Despite strong lobbying in capitals and in New York, there was little change in voting patterns on these resolutions, and the General Assembly again adopted all three of the resolutions. The resolutions were adopted by votes of 105 to 8 (U.S.), with 59 abstentions; 106 to 8 (U.S.), with 59 abstentions; and 86 to 10 (U.S.), with 74 abstentions, respectively.

The United States supported a resolution that addressed humanitarian assistance to Palestinian people. In 2005, the United States provided \$108 million to the UN Relief and Works Agency (UNRWA), the UN agency charged with providing humanitarian aid to Palestinian refugees, and remained the largest single donor to that agency. The United States also supported the adoption of a General Assembly decision that expanded the membership of UNRWA's Advisory Commission. As a result, 11 additional donor countries were made members, while the Palestinian Liberation Organization, the League of Arab States, and the European Commission obtained observer status.

Throughout the year, U.S. representatives spoke out forcefully and frequently in numerous UN bodies to ensure that Israel was not excluded from or isolated at UN meetings and conferences, and that Israeli interests were given fair consideration.

#### **UN Interim Force in Lebanon (UNIFIL)**

The UN Interim Force in Lebanon (UNIFIL) was established by UN Security Council Resolutions 425 and 426 in March 1978. These measures responded to the Israeli invasion of southern Lebanon following a Palestinian Liberation Organization attack inside Israel. UNIFIL's mandate included confirming the withdrawal of Israeli forces from Lebanon, restoring international peace and security and assisting the Government of Lebanon in restoring its effective authority in the area. In a report to the Security Council in 2000, the Secretary-General asserted that UNIFIL's remaining task was restoring international peace and security to the area. In January and July 2005, the Security Council extended UNIFIL's mandate for another six months, and acknowledged that the occasional exchange of fire in the Shaba'a farms area in Lebanon showed that the situation remained tenuous and fragile and could fall back into chaos at any time.

In 2005, UNIFIL reported numerous armed encounters in violation of the Line of Withdrawal, or "Blue Line," by Israeli Defense Forces, Hizballah, and armed Palestinian elements. Violence along the Blue Line resulted in civilian casualties on both sides. Incidents on January 9 and 17 resulted in the loss of life on both sides of the Blue Line, including one UN military observer.

On November 21, Hizballah initiated an attack and several Hizballah fighters infiltrated al-Ghajjar in an attempt to kidnap Israeli soldiers. Four Hizballah fighters were killed. Hizballah continued to direct sporadic anti-aircraft and small arms fire into Israeli territory. Israel responded to these

attacks with aerial bombs, mortars, and helicopter gunship fire. Armed Palestinian groups also fired rockets toward Israel, prompting an Israeli response. UNIFIL recorded numerous airspace violations by Israeli military aircraft and rocket launches into Israeli territory by Hizballah.

UN-assessed costs for UNIFIL totaled \$99.1 million in 2005. The U.S. net contribution totaled \$14.7 million after credits were applied. As of December 31, 2005, UNIFIL had 2,009 troops from seven nations. No U.S. troops served in UNIFIL.

#### **UN Truce Supervision Organization (UNTSO)**

The UN Truce Supervision Organization (UNTSO) was the first UN peacekeeping mission. In 1948, the Security Council established the UNTSO under Resolution 50 to supervise the truce called for by the Council at the end of the British mandate in Palestine. Since then, the UNTSO has supervised the implementation and observance of the general agreements between Israel and Egypt, Jordan, Lebanon, and Syria.

Following the 1967 Middle East War, UNTSO took on cease-fire monitoring responsibilities in the Israel-Syria sector and the Suez Canal Zone. In 1972, the Council established a similar operation in southern Lebanon. The Council also directed unarmed UNTSO military observers to assist UN peacekeeping forces deployed in the Sinai (1973), on the Golan Heights (1974), as well as in southern Lebanon (1978).

In 2005, UNTSO maintained a stabilizing presence in the region, including providing military observers and administrative staff to support the UN Interim Force in Lebanon and the UN Disengagement Observer Force in the Golan Heights. At Egypt's request, the mission also provided a small monitoring team to patrol the Sinai.

As of December 31, 2005, UNTSO had 150 military observers from 23 nations. Three U.S. military observers were assigned to UNTSO. UNTSO is funded through the UN regular budget, and its assessed costs totaled \$28 million in 2005. The U.S. contribution totaled \$6.2 million.

#### **UN Disengagement Observer Force (UNDOF)**

The UN Disengagement Observer Force (UNDOF) was established by Security Council Resolution 350 (1974) in the aftermath of the 1973 Arab-Israeli War. UNDOF plays a positive role in observing the implementation of the Israel-Syria Disengagement Agreement and serves U.S. national security interests by maintaining confidence levels and preventing the escalation of tensions between Israel and Syria. The Security Council extends UNDOF's mandate at six-month intervals. The Security Council renewed UNDOF on December 21, 2005, by adopting Resolution 1648.

UNDOF monitors the cease-fire between Israel and Syria, supervises the disengagement of Israeli and Syrian forces on the Golan Heights, and monitors the areas of separation and limitation between the two countries. In 2005, the security situation in UNDOF's area of operations remained generally calm, though the Secretary-General reported to the Council in December that

the situation in the Middle East remains very tense barring a comprehensive peace agreement.

As of December 31, 2005, UNDOF had 1,047 troops from six nations. No U.S. personnel served in UNDOF. In 2005, UN-assessed costs for UNDOF totaled \$40.98 million; the U.S. share was \$11.1 million.

#### **Lebanon/Syria**

The February 14, 2005, terrorist bombing in Beirut that killed former Prime Minister Rafiq Hariri and 22 others prompted the Security Council to issue a presidential statement condemning the attack and reiterating its support for Security Council Resolution 1559 (2004), which called for the withdrawal of all foreign forces from Lebanon, the disbanding and disarmament of all Lebanese and non-Lebanese militias, and the extension of Lebanese Government control over the entire country.

In response to the Hariri assassination, the United States and France also drafted a resolution, unanimously adopted on April 7, 2005, as Resolution 1595, creating the UN International Independent Investigation Commission (UNIIC) to assist the Lebanese Government in investigating all aspects of the attack, including helping to identify its perpetrators, sponsors, organizers, and accomplices. On October 19, the UNIIC, headed by German prosecutor Detlev Mehlis, delivered its first report on its activities to the Secretary-General. The report concluded, among other things, that converging evidence pointed to both Lebanese and Syrian official involvement in the murder, and that it was incumbent upon Syrian authorities to clarify unresolved questions. In response to the UNIIC report, the United States, France, and the United Kingdom (the P-3) drafted a resolution which required Syria, under Chapter VII, to cooperate fully and unconditionally with the UNIIC. The Security Council unanimously adopted this resolution, Resolution 1636, on October 31. On December 10, the UNIIC delivered its second report which indicated that although some Syrian officials had been made available for questioning, Syria had not yet provided full and unconditional cooperation to the UNIIC. In response to the Government of Lebanon's request, the P-3 drafted, and the Security Council unanimously adopted on December 15, Resolution 1644, extending the UNIIC mandate until June 15, 2006.

On April 26, 2005, Secretary-General Annan reported to the Security Council that noticeable and significant progress had been made toward implementing some of the provisions of Resolution 1559, though many provisions remained outstanding, including presidential elections and disarmament of militias. He noted that on April 26, the Syrian Government stated in a letter to the Secretary-General that it had completed its full withdrawal of Syrian troops, military assets, and intelligence apparatus from Lebanon. The Secretary-General also reported on Lebanese Government progress in implementing Resolution 1559, specifically the deployment of Lebanese armed forces to those areas vacated by Syrian forces and the decision to hold parliamentary elections beginning on May 29. In response, the United States and France drafted a statement, which was adopted by the

Council and issued by its President on May 4, welcoming the Secretary-General's report and the progress made, and reiterating its call for the full implementation of Resolution 1559.

On June 7, the United States and France drafted a statement, which was adopted by the Council and issued by its President, condemning in the strongest possible terms the June 2 terrorist bombing in Beirut that killed Lebanese journalist Samir Qassir.

On June 22, in response to completion of May 29–June 19 elections in Lebanon, the United States and France drafted a statement, which was adopted by the Council and issued by its President, commending the Lebanese Government for its successful conduct of the elections, reaffirming that the Lebanese people must be allowed to decide their country's future free of violence and intimidation, and reiterating its call for the full implementation of Resolutions 1559 and 1595.

On September 28, the Security Council President issued a press statement on behalf of the Security Council condemning the attempted assassination of Lebanese journalist May Chidiac.

On October 25, the Secretary-General reported to the Security Council that Lebanon and Syria had made considerable further progress toward implementation of Resolution 1559, including confirmation of the withdrawal of Syrian military forces from Lebanon and the conduct of free and fair legislative elections in Lebanon. Other aspects of the resolution remained to be implemented, particularly the disbanding and disarming of Lebanese and non-Lebanese militias; free and fair presidential elections; the extension of government control throughout all of Lebanon; and the full restoration and strict respect for the sovereignty, unity, territorial integrity, and political independence of Lebanon, most notably through the establishment of normal diplomatic relations and the demarcation of borders between Syria and Lebanon.

On December 12, in response to the terrorist bombing in Beirut earlier that day that killed Lebanese member of Parliament and journalist Gebran Tueni, the United States and France drafted a statement, which was adopted by the Council and issued by its President, condemning the attack, reiterating its concern about the impact of such attacks on stability of Lebanon, and welcoming the commitment of the Government of Lebanon to bring to justice those responsible for this attack as well as previous ones.

## **South Asia**

### **Afghanistan**

During 2005, the United States continued to work through the United Nations and with the international community in pursuit of a prosperous, democratic, and self-governing Afghanistan. To this end, the United States continued initiatives to ensure that Afghanistan is never again a haven for terrorists, a source of instability to its neighbors, or oppression towards its citizens. At the heart of this mission was the demanding and costly work of

assisting Afghans as they rebuilt their country under the terms of the Bonn Agreement. The United States worked with Afghan leaders and partners in the international community to establish a government that was moderate, democratic, and representative, and capable of governing its territory and implementing policies to stimulate economic and social development.

In September, following the successful presidential election in 2004, under UN supervision, Afghanistan held its first parliamentary and provincial elections in more than 30 years. The new parliament held its first session December 19, 2005. The September elections were critical to Afghanistan's success in implementing the political process outlined in the Bonn Agreement, which included establishment of a constitutional, representative, and effective government that embodied the aspirations of all Afghans. More than 6.84 million ballots were cast, representing 52 percent of registered voters. An estimated 43 percent of voters were women. The United States worked closely with the Afghan Government and the UN Assistance Mission in Afghanistan (UNAMA) to assist Afghanistan's Joint Electoral Management Body in conducting what was generally judged to be a credible electoral process. The United States contributed \$85 million of the \$198 million provided to the United Nations by the international community to pay for voter registration, political party development, polling, logistics, and civic education. On December 20, the Security Council released a press statement congratulating the Afghan people on the inauguration of the new parliament.

Jean Arnault (France) continued to serve as the Secretary-General's Special Representative for Afghanistan throughout the year.

The Security Council had established UNAMA by Resolution 1401 (2002) with a mandate to facilitate implementation of the Bonn Agreement, including the strengthening and protection of human rights, the rule of law, national reconciliation, and gender issues. The UNAMA mandate also included management of all UN humanitarian relief, recovery, and reconstruction activities. On March 18, 2005, the Secretary-General reported to the Security Council and the General Assembly on the situation in Afghanistan and its implications for international peace and security. The report described the remaining key challenges to the successful completion of the Bonn Agreement, including security; progress in the disarmament, demobilization, and reintegration process; attacking the corrupt culture of the drug economy; and human rights. The report also noted progress made, including the election of President Karzai in 2004. On March 24, 2005, the Security Council unanimously adopted Resolution 1589, extending the mandate of UNAMA for a further 12 months.

With strong U.S. support, UNAMA's principal focus in 2005 was to support the development of Afghan institutions. UNAMA and several UN agencies and programs cooperated with Afghan authorities to develop responses to humanitarian issues affecting almost 6 million Afghans. Though many children still did not attend school, 5 million enrolled in 2005—the largest number in the country's history. About 750,000 refugees returned to

Afghanistan in 2005, 70 percent of them with the assistance of the office of the UN High Commissioner for Refugees (UNHCR), bringing the total number of returnees assisted by UNHCR since 2002 to well over 3.5 million. As a direct result of the UN Mine Action program, the number of mine victims continued to decline in 2005.

The Provincial Reconstruction Team (PRT) program continued to be an integral part of the international program to help Afghanistan rebuild. The United States and other NATO nations established four new PRTs in 2005. The United States strongly supported NATO's leadership of International Security Assistance Force (ISAF), and its expansion into northern and western Afghanistan. On September 13, the Security Council extended the mandate of the ISAF in Afghanistan for a further year by Resolution 1623.

Narcotics production in Afghanistan continued to be an area of primary concern for the United States in 2005. The UN Office on Drugs and Crime 2005 Annual Report estimated that opium poppy cultivation decreased by 20 percent during 2005, to 103,000 hectares. Despite the decrease in cultivation, favorable weather led to higher yields per hectare, with a final estimated production of 4,100 tons of opium, only slightly down from the 2004 estimate of 4,200 tons. Afghanistan remained the world's largest producer of opium in 2005, accounting for over 85 percent of global production.

On November 30, 2005, the UN General Assembly adopted Resolution 60/32, which addressed Afghanistan's continuing quest for peace and security. The resolution applauded the parliamentary elections that led to completion of the Bonn Agreement and emphasized the importance of the new Afghan Government as the representative of the ethnic, cultural, and geographic diversity of the country. While the resolution commended the Afghan National Army, the ISAF, and Operation Enduring Freedom, it also acknowledged the continuing fragility of the security sector, which had a profound effect on reconstruction activities in Afghanistan. The General Assembly called upon member states to continue providing humanitarian, recovery, financial, reconstruction, technical, and material assistance for Afghanistan. The uncontested adoption of this resolution was an important indicator of the substantial international support for the establishment of peace and security in Afghanistan.

UNAMA is funded through the UN regular budget. Its budget in 2005 was \$60.8 million, and the U.S. contribution was \$13.4 million. In addition, the United States contributed \$26.6 million to the UNHCR for its work to facilitate the voluntary repatriation of Afghan refugees and to provide protection and assistance to refugees remaining in neighboring countries. At the end of 2005, some 1,171 international and local staff were assigned to UNAMA. No U.S. personnel were assigned to UNAMA.

### **India/Pakistan**

The UN Military Observer Group in India and Pakistan (UNMOGIP) was deployed in January 1949 under UN Security Council Resolution 47

(1948) to supervise the cease-fire agreed between India and Pakistan in the state of Jammu and Kashmir. In July 1949, India and Pakistan signed the Karachi Agreement establishing a ceasefire line to be supervised by UN observers.

At the end of 1971, hostilities again broke out between India and Pakistan. Following a ceasefire, India and Pakistan agreed in 1972 on a Line of Control which UNMOGIP monitors. UNMOGIP's functions are to observe and report, investigate complaints of ceasefire violations, and submit findings to the parties and to the UN Secretary-General.

Despite UNMOGIP's passive role in Kashmir, the United States believes that to de-establish the mission without replacing it with an alternative mechanism could upset the delicate equilibrium, which allowed both sides to meet on a range of bilateral issues, including the status of Kashmir.

UNMOGIP's budget for 2005 was \$8.4 million. The United States contribution was \$1.8 million. As of late 2005, 42 military observers served in UNMOGIP. No U.S. military personnel were assigned to the mission in 2005.

## **Africa**

### **Burundi**

In 2005, the United States continued to work in the UN Security Council to support international efforts to assist Burundi's peace process and promote national reconciliation. Despite two postponements, the referendum on the post-transition Constitution was successfully conducted without major incident on February 28. The UN Security Council issued a presidential statement on March 14, welcoming approval of Burundi's post-transitional constitution and calling on Burundians to remain committed to reconciliation.

On May 23, the Council issued a presidential statement urging all Burundian parties to ensure long-term stability following a cessation of hostilities agreement between the government and the Palipehutu-Forces Nationales de Libération (FNL). This was followed on May 31 by the Council's unanimous adoption of Resolution 1602, renewing the UN Operation in Burundi (ONUB) mandate for six months.

Communal elections then took place in Burundi June 3 and 7. National Assembly elections took place July 4 without significant disruption. An August 19 parliamentary vote elected Pierre Nkurunziza President; he was inaugurated August 26. This election process marked the welcome final step of the transitional process in Burundi. The conclusion of this process represented an important milestone for the future of Burundi as well as the Great Lakes region as a whole. On August 30, the Security Council adopted a presidential statement that commended Burundi, ONUB, and the African Union for the elections, and encouraged the Burundian leadership to continue the process of national reconciliation.

The new government took further steps to consolidate its authority. All key executive appointments were made and key legislation was adopted.

Disarmament and demobilization proceeded broadly on schedule, and progress was made in disbanding militias. The government also took steps towards addressing the daunting socio-economic problems faced.

Nevertheless, significant challenges remained and the situation was fragile. No progress was achieved towards a negotiated resolution between the government and the FNL. Also, an intensified confrontation with FNL contributed to a deterioration of the human rights and humanitarian situation in the west of the country.

On September 13, the Secretary-General co-chaired a Summit on Burundi, on the margins of the UN General Assembly meeting in New York, to support establishment of a Burundi partners' forum to consolidate peace and support reform. As a follow up, the Security Council issued a presidential statement on September 22 noting the summit and welcoming establishment of the partners' forum. As part of a mission to Central Africa, representatives of the Security Council met with the Burundian president and senior officials in Bujumbura on November 8.

On November 30, the Security Council unanimously adopted Resolution 1641, which extended ONUB's mandate until January 15, 2006. The mandate was renewed with the intent to review subsequently, taking into account the views of the government and recommendations of the Secretary-General on an ONUB drawdown in 2006. At the request of the government, ONUB did begin the drawdown of 40 percent of its military force in December 2005, at which point the ONUB troop strength deployed in Burundi stood at some 3,500. The United States did not contribute any personnel to ONUB. On December 21, the Security Council adopted Resolution 1650, again renewing ONUB's mandate until July 1, 2006.

During 2005, ONUB and the UN Organization Mission in the Democratic Republic of the Congo (MONUC) coordinated operations to deter illicit movement of combatants and weapons along the Burundi-Democratic Republic of the Congo border. Additionally, through Resolution 1650, the Security Council unanimously authorized the temporary redeployment of military and civilian police personnel between ONUB and MONUC.

ONUB's budget was \$307.7 million; the U.S. assessed share of this was approximately \$82.1 million.

### **Central African Republic**

Events in 2005 in the Central African Republic (CAR) centered around the elections held in March and May, which resulted in the investiture of General François Bozizé as President and Head of State on June 11. The United States, along with other international partners, provided electoral assistance to the CAR, which contributed to a peaceful election with a high voter turnout. Regional observers regarded the elections as free, reliable, fair, and transparent. All major parties and ethnic groups accepted the results of the election. The election of National Assembly members was also successful, and resulted in the election of representatives from all major parties including several women.

The UN Security Council adopted a presidential statement on July 22, which acknowledged the progress made in the Central African Republic and called on international donors to remain engaged. The statement also expressed concern at the security situation in the north and west of the country and at the deterioration of the humanitarian situation, particularly in the north.

To support CAR's efforts to consolidate peace and national reconciliation, the Secretary-General established the UN Peace-Building Support Office in the Central African Republic (BONUCA) in February 2000. Throughout 2005, BONUCA remained actively engaged in support of the government's efforts to consolidate peace and national reconciliation, strengthen democratic institutions, and facilitate mobilization of international political support and resources for reconstruction and economic recovery. In addition, the Office worked to promote domestic public awareness of human rights issues and monitored developments in this field.

BONUCA participated in regional cooperation activities on border security; coordinated with the CAR Government to create a list of national policy priorities; and provided significant support to the electoral process, including organizing workshops and activities to empower women candidates and canvassing women to vote.

The Secretariat briefed the Security Council on progress in the CAR on June 27 and December 29. The Secretary-General also submitted a report October 27 responding to the July 22 statement by the President of the Security Council that addressed the possibility of setting up a new committee or enlarging the existing Committee of Foreign Partners to Follow Up on the Electoral Process in order to support the Central African reconstruction efforts.

In 2005, the UN regular budget provided \$5 million for BONUCA; the U.S. contribution was \$1.1 million.

### **Côte d'Ivoire**

In 2004, the Security Council established the UN Operation in Côte d'Ivoire (UNOCI) by Resolution 1528. Among other things, its mandate was to support the process of disarmament, demobilization, and reintegration; and support the 2005 presidential elections.

On February 1, the Security Council unanimously adopted Resolution 1584, authorizing UNOCI and the French forces in Côte d'Ivoire to monitor implementation of the arms embargo imposed by Resolution 1572 (2004). Following the UN Secretary-General's recommendation for a substantial increase in UNOCI's strength, the Security Council adopted Resolution 1594 on April 4 to extend the mission's mandate for a single month to allow time for discussion. Resolution 1600, adopted on May 4, extended the mandate for another month, until June 4. On June 3, the Security Council adopted Resolution 1603, which again briefly extended the mandate, until June 24. Resolution 1603 reiterated the Security Council's repeated calls on the Ivorian parties to fulfill their commitments under various peace agreements and accords, specifically to take steps towards establishing eligibility for the

presidency, identify who was an Ivorian citizen and therefore eligible to vote, and to begin disarming.

On June 24, the Security Council adopted Resolution 1609, which renewed UNOCI's mandate until January 24, 2006, and authorized an increase of up to an 850-member infantry unit and 375 civilian police to UNOCI's strength on a temporary basis for the duration of the mandate. The resolution also authorized the Secretary-General to transfer personnel and other assets among the three UN peacekeeping operations in West Africa (UNOCI, the UN Mission in Liberia, and the UN Mission in Sierra Leone), subject to the Security Council's approval.

In April 2005, after repeated delays, the Ivorian parties began withdrawing heavy weapons from the Zone of Confidence (the nominally demilitarized zone separating government and rebel forces). Despite continuing dialogue between the parties, outbreaks of small-scale violence persisted in various locations in Côte d'Ivoire throughout the year. In July, when called upon to do so by the African Union's mediator, South African President Mbeki, President Gbagbo issued a presidential decree revising and implementing all the remaining laws mandated by the peace agreements. While this was a positive step forward, the details were unclear or controversial in a number of instances. In particular, giving the National Statistical Institute, a government agency, responsibility for voter registration, led to charges of bias by the opposition. The rebels and government forces agreed on a disarmament plan but never reported to cantonment sites.

The Secretary-General in July named former Portuguese Foreign Minister Antonio Monteiro as his High Representative for Elections. It became clear in October that it would be impossible to hold elections as scheduled. The African Union's Peace and Security Council (PSC) and the Economic Community of West African States held emergency sessions. The PSC endorsed extension of the peace process for an additional 12 months, until October 31, 2006, and extended President Gbagbo's term by the same period. It also established an International Working Group (IWG) to oversee the peace process. On October 14, 2005, the Security Council issued a presidential statement endorsing the PSC's plan of action. The Security Council adopted Resolution 1633 on October 21, which reiterated the Council's support for the plan and called on the IWG to draw up a road map for the peace process.

The Ivorian parties were unable to agree on selecting a Prime Minister. On December 4, the Presidents of Nigeria, South Africa, and Niger selected Charles Konan Banny, who was acceptable to all parties, as Côte d'Ivoire's new Prime Minister. The Security Council welcomed the appointment in a presidential statement on December 9.

Security Council Resolution 1643, adopted on December 15, renewed the targeted sanctions (consisting of a travel ban and assets freeze) imposed by Resolution 1572 (2004) for an additional 12 months. The resolution added a restriction on rough diamonds exported from Côte d'Ivoire, and specified that

any serious obstacle to the freedom of movement of or attacks on UNOCI or French forces would constitute a threat to the peace process for the purposes of the sanctions regime. The Security Council again postponed action to implement the sanctions against specific individuals, in deference to efforts by the African Union to move the Ivorian peace process forward.

At year's end UNOCI's strength stood at 6,698 troops, 696 UN police, and 195 military observers. No U.S. personnel were assigned to UNOCI. UNOCI's budget for 2005 was \$385.2 million, of which the United States was assessed \$101.5 million.

#### **Democratic Republic of the Congo**

The UN Organization Mission in the Democratic Republic of the Congo (MONUC) was established by UN Security Council Resolution 1258 to assist in the implementation of the Lusaka Ceasefire Agreement between the Democratic Republic of the Congo (DRC) and the Governments of Angola, Namibia, Rwanda, Uganda, and Zimbabwe for a cessation of hostilities.

In January, the situation in Ituri deteriorated significantly. Fighting in early January had resulted in the displacement of thousands of refugees from the DRC into Uganda. In the week of January 24, MONUC and the armed forces of the DRC demolished camps used by the Union of Congolese Patriots and other armed rebel groups in Ituri.

On February 9, the United Nations announced a non-fraternization policy for MONUC peacekeepers, a curfew for military contingents, and specialized training on prevention of sexual exploitation and abuse. On February 12, Morocco announced that six Moroccan soldiers serving with MONUC had been arrested for sexual assault while serving in the DRC. The commander and deputy commander of MONUC's Moroccan contingent were relieved of their duties.

On February 1, MONUC inaugurated a new eastern division command headquarters at Kisangani. On February 25, nine MONUC peacekeepers from the Bangladeshi contingent were murdered in an ambush perpetrated by armed militia north of Bunia, in Ituri. This was the worst strike against MONUC since it was established in 1999. On March 1, 2005, a MONUC contingent of Pakistani peacekeepers conducted operations against the armed militia in Ituri. Two Pakistani peacekeepers were injured. Later, MONUC peacekeepers intervened in Ituri to resolve a standoff between armed militia and the local civilian population. On March 11 and 17, about 600 MONUC forces conducted cordon and search operations in Ituri and seized weapons belonging to armed militia. MONUC called on armed militia in Ituri to disarm voluntarily. By April, MONUC reported that over 10,000 of an estimated 13,000 militia had disarmed and registered at transit camps in Ituri. Sporadic clashes involving armed militia also took place in Katanga and in North and South Kivu. Guatemala sent special forces to MONUC's eastern division in March.

The UN Secretary-General met on March 4 with his Special Representative, William Lacey Swing (United States), in New York. On

March 30, the Security Council unanimously adopted Resolution 1592 extending MONUC's mandate until October 1. On April 12, MONUC peacekeepers, backed by attack helicopters, conducted cordon and search operations southwest of Bunia and seized light arms. On April 13, several hundred armed militia surrendered to MONUC forces near Aru, in northern Ituri. In April and May, MONUC was able to enter previously inaccessible areas in Ituri and the Kivus to build roads, distribute medicines, and support humanitarian efforts. On May 12, one MONUC peacekeeper from the Bangladeshi contingent was shot, and later died, when armed militia ambushed a MONUC convoy in Ituri.

On May 26, in a special report to the Security Council, the Secretary-General recommended a temporary increase in the mandate and force strength of MONUC to support elections in the DRC. On June 2, armed militia attacked UN human rights investigators and MONUC peacekeepers in Ituri. Four peacekeepers from the Nepali contingent were wounded, and one later died. On June 13, unidentified armed militia shot and killed a member of the Indian contingent of MONUC, and wounded two others, during an exchange of fire in North Kivu. On June 16 and June 27, MONUC conducted cordon and search operations in Ituri aimed at disrupting armed militia harassment of civilians. On June 20, voter registration began in Kinshasa.

Beginning July 4, MONUC and the armed forces of the DRC undertook a series of area-domination missions and cordon and search operations in South Kivu to dislodge armed militia. Later, following an armed militia massacre in a village in South Kivu, MONUC dispatched a quick reaction force and follow-up teams. MONUC cleared out 13 militia camps and dislodged about 1,000 combatants from South Kivu, although the situation in South Kivu remained tense into August. On August 24, MONUC launched a large-scale operation in North and South Kivu to continue pressuring militia to disarm and to improve security in eastern DRC.

On September 6, the Security Council unanimously adopted Resolution 1621 to increase MONUC's police force strength temporarily to assist in providing security during elections. On September 11, Nigeria announced withdrawal of its formed police unit due to allegations of sexual exploitation and abuse in the DRC. In September, MONUC reported that Ugandan armed militia had crossed from southern Sudan to remote northern areas of the DRC. The MONUC Force Commander held consultations in Kampala with senior Ugandan officials about this incursion. On October 22, a member of MONUC's Nepali contingent was shot and seriously wounded while searching for weapons in Ituri. The Nepalese patrol came under fire from armed militia.

On October 26, the UN Security Council unanimously adopted Resolution 1635, which extended MONUC's mandate until September 30, 2006, and increased its force strength temporarily from 16,700 to 17,000. A Security Council mission to Central Africa met with DRC officials in Kinshasa November 7 to discuss the importance of sustainable peace, and the

UN's exceptionally important investment in the DRC. MONUC undertook a joint operation with DRC armed forces on November 10 in Orientale Province in an effort to identify and capture Ugandan militia within the DRC. Beginning November 19, MONUC supported DRC armed forces operations to dislodge armed militia from Ituri. On December 2, DRC military authorities arrested a militia leader suspected in the killing of nine MONUC peacekeepers in March. The DRC, with MONUC's support, conducted a successful constitutional referendum December 18–19. MONUC also launched more joint operations with DRC armed forces against armed militia in Ituri. On December 25, an Indian peacekeeper serving with MONUC in North Kivu was killed, and four were injured, during operations against Ugandan militia.

MONUC's budget for 2005 was \$1.2 billion, of which the United States paid \$311.3 million. At the end of 2005, MONUC's strength was 15,046 troops; 1,038 police; and 707 military observers. No U.S. military personnel were assigned to MONUC in 2005.

### **Ethiopia/Eritrea**

The UN Mission in Ethiopia and Eritrea (UNMEE) was established under UN Security Council Resolutions 1312 and 1320 in 2000, after the two countries signed cease-fire and peace agreements in Algiers, ending the border war which had broken out in May 1998. UNMEE's mandate includes monitoring the ceasefire and security commitments agreed to by both parties, verifying redeployment of forces to positions outside a 25-kilometer temporary security zone (TSZ) that separates Ethiopian and Eritrean forces, technical assistance for humanitarian mine-action activity, and coordination of activities with humanitarian and human rights activities of the UN and other organizations. The Security Council renewed UNMEE's mandate for six-month intervals on March 14, 2005 (Resolution 1586), and on September 13 (Resolution 1622).

Eritrea and Ethiopia had agreed to the following provisions in the Algiers Agreement: to establish the neutral Eritrea-Ethiopia Boundary Commission to delimit and demarcate the border, with expenses to be borne equally by Eritrea and Ethiopia; to cooperate with the Boundary Commission and its staff in all respects during the process of delimitation and demarcation; and to agree that the delimitation decision of the Boundary Commission would be final and binding, and that each party would respect the border so determined, as well as the territorial integrity and sovereignty of the other party. The Boundary Commission announced its delimitation decision in April 2002. At that time, UNMEE's mandate was expanded to include demining in key areas to support demarcation as well as administrative and logistical support for the field offices of the Boundary Commission. The Eritrea-Ethiopia Boundary Commission closed its field offices in early 2005.

The military situation remained stable but tense during most of 2005 in the TSZ. Eritrean forces generally maintained defensive postures, and Ethiopian troops conducted exercises south of the border. In a statement on February 18, UNMEE appealed to both parties to remain calm and show

restraint following a skirmish in the TSZ between armed Eritrean personnel and Ethiopian soldiers. In April, UNMEE investigated several shooting incidents in the TSZ that appeared to be related to cattle rustling and resulted in several civilian deaths. There was no evidence of armed forces involvement.

On May 25, the UN Secretary-General announced the appointment of Joël W. Adechi (Benin), a new UNMEE deputy Special Representative of the Secretary-General. In a report to the UN Security Council issued June 20, the Secretary-General appealed to Eritrea to reopen the Asmara-Keren-Barentu road to UNMEE traffic and called for permission for direct UNMEE flights between Asmara and Addis Ababa. To help break the border demarcation stalemate and overcome the lack of dialogue between the countries, the Secretary-General called on the Security Council to consider a mission to Eritrea and Ethiopia to reassure the two countries of the Council's commitment to the peace process and asked for re-engagement of the Witnesses to the Algiers Agreements. On July 11, the Security Council issued a press statement urging Ethiopia to accept fully, and both sides to implement, the binding delimitation decision of the Eritrea-Ethiopia Boundary Commission.

On October 3, Eritrea announced that it would ban UNMEE helicopter flights and air operations in its territory, as well as UNMEE night patrols in the TSZ, as of October 5. The Security Council issued a presidential statement on October 4 expressing concern about the Eritrean decision and calling on Ethiopia and Eritrea to cooperate with UNMEE. UNMEE's force commander decided to suspend de-mining operations and to vacate several observation posts within the TSZ. On October 17, the Secretary-General wrote to the Eritrean president calling on Eritrea to lift the restrictions on UNMEE.

On November 2, the Secretary-General expressed concern about UNMEE reports that Ethiopia and Eritrea had moved tanks and troops up to the border. He called on the Security Council and member states to take steps to defuse tensions. The Security Council authorized the Chair of the Working Group on Peacekeeping Operations to visit Ethiopia and Eritrea for consultations November 6–9. On November 23, the Security Council adopted Resolution 1640, which expressed concern with the concentration of troops on the border, Eritrea's restriction on UNMEE, and Ethiopia's refusal to accept unconditionally the Boundary Commission's border delimitation decision.

In early December, Eritrean officials notified UNMEE that Eritrea had decided to expel UNMEE personnel of U.S., Canadian, and European (including Russian) nationalities. The Security Council issued a presidential statement singling out Eritrea for condemnation and demanding that Eritrea reverse its decision to restrict UNMEE personnel and operations. Following December 14 Security Council consultations, the United Nations redeployed 170 UNMEE personnel to Ethiopia as a precautionary move. Later in December, in consultations with the Security Council, the Secretary-General

outlined a range of options for UNMEE's future. The United Nations stressed the importance of full cooperation of the parties, including freedom of operations for UNMEE, compliance with the Algiers Agreements, demarcation according to the delimitation decision of the Boundary Commission, and communication between the parties.

UNMEE's budget for 2005 was \$186 million. The U.S. share was \$50 million. UNMEE's military force strength consisted of 3,130 troops and 202 military observers. The United States provided seven military observers to UNMEE.

### **Guinea-Bissau**

The UN Peace-Building Support Office in Guinea-Bissau (UNOGBIS) was established by the Secretary-General on March 3, 1999, after a military coup attempt and civil war led to the ouster of Joao Vieira, Guinea-Bissau's first freely-elected president. In February 2000, following two rounds of transparent presidential elections, the interim government transferred power to Kumba Yala. The military staged a coup in 2003, replacing Yala. Throughout 2005, UNOGBIS continued its efforts to help restore constitutional rule in Guinea-Bissau.

The first half of the year was consumed with election preparations. The need for an entirely new voter registration list delayed the first round of presidential elections from May to June. Second-round presidential elections were held on July 24. Observers and the international community regarded the election process in Guinea-Bissau as free, fair, and transparent, despite attempts by presidential candidate Yala to seize power and delay elections. Former President Joao Bernardo Vieira was re-elected and sworn in on October 1; following his election, he pledged to pursue economic development and national reconciliation. One of his main political opponents, Malam Bacai Sanhá, rejected the results of the election and filed an official appeal with the Supreme Court, but the Court ruled in favor of Vieira.

In February, the National Popular Assembly convened for the first time and debated issues including a bill that would grant amnesty for all involved in military actions from 1980–2004. The amnesty proposal raised concerns among members of civil society and the Secretary-General, who identified the proposal's possible ramifications for peace, security, justice, and the rule of law in Guinea-Bissau. The Special Representative of the Secretary-General worked with appropriate authorities to address these concerns.

In March 2005, the Security Council President issued a statement, which the United States supported, recognizing the progress made in Guinea-Bissau while expressing concern at recent political developments and a lack of social or economic benefits for the population generated by the peace process. Subsequent visits by officials from the World Bank resulted in a proposed \$40 million credit, while a visit by International Monetary Fund officials focused on the possibility of collaboration with the Government of Guinea-Bissau on development assistance.

The Secretary-General sent a fact-finding mission to the region in March, which resulted in moves to address needs for national implementation of the UN Program of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons. UNOGBIS worked with the Economic Community of West African States to promote national political dialogue and to establish stable civil-military relations through reform of the armed forces. The International Organization for Migration provided administrative and financial management to support demobilization, reinsertion, and reintegration of former combatants, which was in its final phase. The National Mine Action Coordination Authority made progress toward the elimination of mine-related risk.

The United States supported an August statement by the Security Council President acknowledging the success of the presidential elections as an important step towards the restoration of constitutional order. The statement also urged the relevant national and international partners to reaffirm their commitments to peace and democracy and called upon development partners and international financial institutions to increase their support for economic and social development and the consolidation of national institutions.

Following the elections, UNOGBIS assisted in managing the political transition and building trust among national stakeholders and international partners in the post-transition phase. The successful completion of the electoral process marked the end of Guinea-Bissau's transitional period and the completed restoration of constitutional order. The political situation remained stable but strained, with the election results disputed through the end of 2005. With the majority of UNOGBIS's mandate fulfilled, the United States requested recommendations from the Secretary-General on an exit strategy. However, the Secretary-General, in a December 16 letter to the Security Council President, expressed his intention to extend the mandate of UNOGBIS until December 31, 2006.

In 2005, the UNOGBIS budget was \$2.8 million; the United States contributed \$600,000.

### **Liberia**

The Security Council established the UN Mission in Liberia (UNMIL) in 2003 to support implementation of the ceasefire agreement, assist the transitional government to restore state authority throughout Liberia and to prepare for national elections by the end of 2005, and assist in disarming and demobilizing ex-combatants. In 2005, UNMIL mainly assisted the Government of Liberia with preparations for elections, including voter registration, logistics, and security.

In January 2005, General Joseph Owonibi (Nigeria) took over as force commander of UNMIL, replacing General Daniel Opande (Kenya). Police Commissioner Mark Kroeker (United States) left in January to take the position of Police Advisor in the UN Department of Peacekeeping Operations in New York. Deputy Police Commissioner Mohammad Alhassan (Ghana)

was Acting Police Commissioner until March, when he became the new Police Commissioner. Special Representative of the Secretary-General Jacques Paul Klein (United States) left on May 1. Alan Doss (United Kingdom), formerly Principal Deputy Special Representative of the Secretary-General in Côte d'Ivoire, was named as the new Special Representative; he arrived in Monrovia in mid-August.

The Security Council adopted Resolution 1626 on September 19, 2005, which extended UNMIL's mandate until March 31, 2006, and authorized the mission to assign a unit of up to 250 military personnel to Freetown, Sierra Leone, to protect the Special Court for Sierra Leone (the UN Mission in Sierra Leone closed in December 2005). The resolution temporarily raised UNMIL's troop ceiling from 15,000 to 15,250 from November 15, 2005, to March 31, 2006, to ensure that UNMIL would have sufficient personnel until a reasonable period after the new government was installed in January 2006. The Security Council asked the Secretary-General to make recommendations on a drawdown plan to be considered at the time of the March 2006 mandate renewal.

Voter registration took place at more than 1,500 registration centers from April 25, 2005, to May 21, 2005; almost 1.4 million Liberians registered to vote, from a pool of about 1.5 million eligible voters. UNMIL assisted in a broad range of elections preparations, including providing security throughout the country and transporting elections materials and officials. A car belonging to the co-chairman of the National Elections Commission was set on fire outside his house; UNMIL stepped up UN police patrols near the residences of Commission members.

In mid-May, the National Assembly voted without warning to delay elections until December. Chairman Bryant, head of the Transitional Government, overturned the legislation. Campaigning for presidential and parliamentary elections began on August 15, with 22 presidential candidates, 22 vice-presidential candidates, 206 Senate candidates, and 512 House of Representatives candidates registered.

Nationwide elections were held on October 11, and nearly 200 international observers (including two groups from the United States) declared them to be free, fair, and transparent. The United States also sent an official delegation, including several Members of Congress. There was an estimated 75 percent voter turnout. The Liberian National Police, supported by UNMIL, provided security; no serious incidents of violence were reported.

Front-runners Ellen Johnson Sirleaf and George Weah faced off in a second election on November 8, with Johnson Sirleaf the winner. Weah's supporters demonstrated for almost a week in Monrovia, alleging fraud. UNMIL on at least one occasion used tear gas. The National Elections Commission investigated the allegations but found them to be baseless. In a riot on December 11, about 40 Weah supporters were arrested, several Liberian police officers were wounded, one seriously, and three UN police officers received minor injuries. On December 19, the National Elections

Commission certified President-elect Johnson Sirleaf, 30 Senators-elect, and 63 Representatives-elect. George Weah conceded the election on December 21, and his party dropped the fraud charges.

In January, more than 500 ex-combatants had to leave school because the demand for education was much higher than anticipated, and there were insufficient funds in the current account. The United Nations acted promptly to transfer funds to rectify the situation. During the voter registration drive in April and May, ex-combatants in several locations shut down registration sites to protest slow payment of benefits. The UN-administered Trust Fund for this purpose was chronically short all year. By year's end, the United Nations had established a formal education program for more than 20,000 disarmed ex-combatants for the academic year 2005/2006, to be jointly administered by the UN Development Program and the National Commission on Disarmament, Demobilization, Rehabilitation, and Reintegration.

The U.S. contractor selected to manage the recruitment and training program for the new Liberian armed forces arrived in Monrovia in January 2005 to begin setting up the operation. In May, Chairman Bryant signed an Executive Order setting up procedures for demobilization and retirement of many long-standing members of the Liberian armed forces, clearing the way for reform of the Liberian security sector. Demobilization began on June 29. The final group from the old Armed Forces of Liberia were demobilized or retired on December 20. Approximately 9,000 were demobilized during the year; another 4,200 were retired with pensions.

In April, the U.S. Government imposed an assets freeze on 30 companies and four individuals affiliated with arms trafficker Victor Bout. This action supplemented those named under the July 2004 U.S. Executive Order, which implemented in the United States the Security Council sanctions on former President Taylor and his family and associates. Also in April 2005, the Security Council's Liberia Sanctions Committee added five individuals to the travel ban list. Security Council Resolution 1607, adopted on June 21, renewed the mandate of the Liberia Panel of Experts as well as continuing restrictive measures on the export of Liberian diamonds for an additional six months. The resolution also continued the arms embargo, travel ban, and measures on timber for the same time period. It called on UNMIL to monitor these sanctions and to support the Liberian Government in its efforts to prevent violations, including by collecting illicit weapons and monitoring any recruitment or movement of ex-combatants. On December 20, the Security Council unanimously adopted Resolution 1647, renewing the diamond and timber bans for six months and the travel ban and arms embargo for 12 months. The resolution also renewed the Panel of Experts' mandate for six months, and reaffirmed the assets freeze, which has no time limit. The resolution included a provision allowing the Liberian Government to request a review of sanctions at any time.

The U.S.-drafted Security Council Resolution 1638, adopted on November 11, 2005, authorized UNMIL to apprehend and detain former

President Charles Taylor if he were to return to Liberia and transfer him to Sierra Leone for prosecution before the Special Court for Sierra Leone. Taylor left Liberia in 2003 as a condition of the Comprehensive Peace Agreement; Nigeria gave him refuge.

UNMIL intervened when riots broke out in the southeastern port town of Harper in January over an issue involving allegations of ritual killings. In April, UNMIL took control of the port Monrovia, in response to rampant corruption and theft. UNMIL evicted unauthorized persons, issued new identification cards to port personnel, and set up a vetting procedure. Some port officers were sent for retraining, others were given pensions and early retirement. UNMIL also took steps to make the port compliant with international security standards in response to a February port security advisory issued by the U.S. Coast Guard. The U.S. Coast Guard issued a report in late May noting substantial improvements in port operations and security, making it possible for the port to resume normal operations.

UNMIL also assisted the Government of Liberia in building the foundation of a new police force, with support to the police academy and training. In late March, over 100 newly-graduated police recruits completed training and were deployed in Monrovia; a second class graduated in April.

National Assembly Speaker George Dweh and several other prominent Assembly members were suspended in mid-March on charges of corruption and malfeasance. The regional organization, the Economic Community of West African States, sent a team to audit the Liberian Government's finances and Chairman Bryant, head of the Transitional Government, suspended the leaders of the National Social Security and Welfare Corporation on corruptions charges. On May 12, the National Assembly passed legislation establishing a Truth and Reconciliation Commission to hear testimony on events that occurred during Liberia's civil war. In August, the Liberian Supreme Court found that the Assembly had acted within its rules in suspending Dweh and the other legislators.

In late June, the Liberian Government commissioned 17 new judges, 11 of whom were appointed to serve on circuit courts throughout the country. Also in June, the Civil Service Association rejected a government proposal to pay striking civil servants only two of 17 months of salary arrears.

In late April, the United Nations announced that its investigators were looking into 30 to 40 allegations of sexual abuse against UNMIL personnel; at least three substantiated cases involved minors. Ten of these cases were later referred to the UN's Office of Internal Oversight Services. The Liberian Government passed anti-trafficking in persons legislation in June, and the Liberian Government, UNMIL, the U.S. Embassy, and local organizations established a trafficking in persons coordination team to meet twice a month. In June and July, UNMIL began investigating an additional 16 allegations of sexual abuse against UN personnel.

At year's end UNMIL's strength stood at 14,824 troops, 1,091 police officers, and 197 military observers. The United States provided six troops,

35 police officers, and seven military observers. UNMIL's budget for 2005 was \$887.9 million, of which the United States was assessed \$235.4 million.

### **Sierra Leone**

The Security Council established the UN Mission in Sierra Leone (UNAMSIL) in 1999 to help the government and other parties to implement the Lome Peace Agreement and to assist with disarmament, demobilization, and reintegration. On June 30, 2005, the Security Council adopted Resolution 1610, which extended UNAMSIL's mandate for a final six months, until December 31. The resolution requested the Secretary-General to begin planning for the UN's post-UNAMSIL presence in Sierra Leone, including continuing security for the Special Court for Sierra Leone. UNAMSIL began the final phase of drawdown in mid-August, beginning with the 10 teams of military observers assigned throughout the country. Troop sites began closing on September 1. The mission had closed down completely by the end of December.

Security Council Resolution 1620, adopted on August 31, approved creation of the UN Integrated Office in Sierra Leone (UNIOSIL), effective January 1, 2006. UNIOSIL was a political mission authorized to monitor and address the root causes of the Sierra Leone conflict, including corruption, problems of governance, and human rights; and to assist the Government of Sierra Leone in preparing for nationwide elections in 2007. The mission was also responsible for liaison with the Sierra Leonean security services and judicial sector, as well as with key partners (such as the United Kingdom's military assistance team).

In July 2005, the Prosecutor of the Special Court for Sierra Leone, David Crane (United States), resigned. His deputy, Desmond de Silva (United Kingdom), was named as his replacement. On September 19, the Security Council adopted Resolution 1626, which authorized the UN Mission in Liberia (UNMIL) to deploy up to 250 troops to Freetown to provide security for the Special Court on UNAMSIL's departure. UNMIL assumed responsibility for Special Court security on December 1. The Nigerian unit of UNAMSIL that had been guarding the Special Court remained until January 2006, under UNMIL command, until a unit of Mongolian troops could be deployed. The joint Swedish/Irish Quick Reaction Force of UNMIL in December 2005 conducted a reconnaissance mission to prepare for any cross-border operations that might be needed in support of the UNMIL forces guarding the Special Court. During 2005, UNAMSIL completed training of the Sierra Leone police force's corps of sergeants. More than 800 police recruits began training.

The provisional results of the 2004 census, the first held since 1985, were released in February 2005 showing a population of just under 5 million. The census count was used to determine the number of parliamentary seats needed and as a basis for redrawing electoral district lines.

UNAMSIL was closed down in December 2005. UNAMSIL's budget for 2005 was \$205.8 million, of which the United States was assessed

\$54.6 million. In 2005, the UN regular budget provided \$32.1 million for the Sierra Leone Special Court. The U.S. share was \$7.1 million.

### **Somalia**

In 1991, after the overthrow by anti-government forces of dictator Mohammed Siad Barre, Somalia fell into civil war and disorder. In 1992, with U.S. support, the Security Council called for a cease-fire and, in Resolution 733 (1992), imposed an arms embargo on the entire territory of Somalia. Throughout 2005, the Council repeatedly expressed its growing concern about enforcement of the arms embargo and the tensions among Somali leaders, both of which posed threats to the viability of the Transitional Federal Institutions (TFIs) and undermined Somalia's efforts towards stability. In a July 2005 presidential statement, the Security Council urged the TFIs to conclude a national security and stabilization plan, including a comprehensive and verifiable ceasefire agreement leading to disarmament.

In Resolutions 1587 (2005) and 1630 (2005), the Security Council reiterated its call for member states to refrain from actions in contravention of the arms embargo, bearing in mind that strict enforcement of the embargo will improve the overall security situation in Somalia. The resolutions also extended the mandate of the Somalia Monitoring Group charged with investigating and reporting on violations of the arms embargo.

The Transitional Federal Parliament in October 2004 elected Colonel Abdullahi Yusuf Ahmed as the Transitional Federal President of Somalia. In late 2004, Yusuf appointed Ali Mohammed Gedi as Prime Minister. By the end of December, 92 ministers, deputy ministers, and ministers of state had been appointed by Gedi and approved by the parliament.

Four years of drought severely impeded Somali livelihoods and coping mechanisms. Chronic food insecurity and flooding exacerbated the growing humanitarian tragedy in Somalia. The humanitarian assistance community had only intermittent access to vulnerable communities, particularly in the south and central parts of the country. In the aftermath of the December 2004 tsunami, the UN Office for the Coordination of Humanitarian Affairs requested \$162.3 million for Somalia in 2005 to address needs concerning agriculture, economic recovery and infrastructure, education, food, health, mine action, human rights/rule of law, security, and water and sanitation. The United States contributed \$24.7 million to the UN humanitarian organizations' Consolidated Appeals Process for Somalia in response to this request.

In 1995, to monitor developments in and around Somalia, the Secretary-General established the UN Political Office in Somalia (UNPOS) after the departure of the UN Operation in Somalia II. In 2005, while internal political disagreements prevented extensive donor engagement with the Somalia TFIs, UNPOS worked to coordinate international engagement in Somalia. The UN Special Representative of the Secretary-General served as co-chair with the Somali Prime Minister of the Coordination and Monitoring Committee, which serves as a coordination framework for donor assistance to

Somalia, and actively urged all Somali leaders to resolve their disagreements peacefully within the framework of the TFIs.

The UN regular budget provided \$7.1 million for UNPOS in 2005. The United States paid \$1.6 million.

### **Sudan**

The United States joined other UN Security Council members in welcoming the signature on January 9, 2005, in Nairobi, Kenya, of the Comprehensive Peace Agreement (CPA) for the North-South peace process in the Sudan. The United Nations deployed a mission to support the agreement that was concluded between the Government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A).

On March 24, the UN Security Council unanimously adopted Resolution 1590 which established the UN Mission in Sudan (UNMIS). UNMIS replaced the UN Advance Mission in the Sudan established in 2004, whose mandate was renewed twice in 2005 (by Resolutions 1585 and 1588) to give the Security Council time to discuss preparations for a full-fledged peacekeeping mission. Resolution 1590 authorized UNMIS to have a force strength of up to 10,000 military personnel and 715 civilian police. UNMIS personnel are deployed at a headquarters in Khartoum, and in six sectors in southern Sudan, with sector headquarters at Juba, Wau, Malakal, Kadugli, Ad-Damazin, and Abyei. Among other things, UNMIS was mandated to monitor and verify the ceasefire agreement and the movements of armed groups; assist in disarmament, demobilization, and reintegration of combatants; develop a police-training program; and facilitate the return of refugees and internally displaced persons. The resolution also called for close liaison between the United Nations and the African Union (AU) Mission in Sudan. A subsequent report by the UN Secretary-General identified the following possible areas for UN assistance to the African Union Mission in Darfur: identifying qualified police personnel, assisting the AU Mission with an operational plan for expansion, technical advice on logistics and planning, support for AU training, and support for convening troop contributors and pledging conferences. On September 23, the UN Security Council unanimously adopted Resolution 1627, which extended the mandate of UNMIS until March 24, 2006.

Determined to work toward ending the deaths and displacement of innocent civilians in the Darfur region of Sudan, the United States drafted Resolution 1591, which was adopted by the Security Council on March 29, 2005. The resolution condemned the continued violations of the N'djamena Ceasefire Agreement (signed on April 8, 2004) and the Abuja Protocols (signed November 9, 2004) by the Government of Sudan and militias and called on the parties to return to peace talks in Abuja, Nigeria. Resolution 1591 also established a committee of the Council to monitor implementation of travel ban and assets freeze sanctions against those who impede the peace process, constitute a threat to stability in Darfur and the region, commit violations of international humanitarian or human rights law or other atrocities, violate the arms embargo as implemented by member states, or are

responsible for offensive over-flights in the Darfur region. The resolution also established a four-member Panel of Experts charged with monitoring the situation in Sudan and providing recommendations to the Committee. The Panel wrote reports and briefed the Council through the Committee during the period of its mandate. U.S.-drafted Resolution 1651, adopted on December 21, 2005, extended the mandate of the Panel until March 29, 2006, because the Council, based on recommendations by the Panel and the Committee, determined that the situation in Sudan continued to constitute a threat to international peace and security.

On March 31, 2005, the Council adopted Resolution 1593, which referred the situation in Darfur to the International Criminal Court (ICC). The United States abstained on that resolution in light of U.S. concerns about the ICC, but decided not to oppose the resolution because of the need for the international community to work together in order to end the climate of impunity in Sudan and because the resolution contained certain protections for U.S. nationals and members of the armed forces against assertions of jurisdiction by the ICC. In connection with this referral, the Prosecutor of the International Criminal Court began investigating instances of genocide, war crimes, and crimes against humanity alleged to have been committed in Darfur.

The first group of UNMIS soldiers, from Nepal, arrived in Sudan on April 27. UNMIS's military and police components continued to deploy throughout 2005 under a revised timetable to account for delays due to the onset of the rainy season, contracting issues, status of mission negotiations with the Government of Sudan, and problems with access to SPLM/A territories in the south. The first meeting of the Ceasefire Joint Military Committee, sponsored by UNMIS, took place on May 8 in Juba. On June 20, the Joint Military Commission handed over its duties in the Nuba Mountains to UNMIS, in accordance with the CPA.

At the end of July, Sudanese First Vice President John Garang died in a helicopter crash near the Ugandan border. Salva Kiir Mayardit assumed leadership of the SPLM/A and was sworn in as First Vice President on August 11.

On October 31, Special Representative of the Secretary-General (SRSG) Jan Pronk (the Netherlands) condemned the killing of two employees of a nongovernmental organization, Swiss Foundation for Mine Action, in an ambush in southern Sudan and called on the Governments of Sudan and southern Sudan to ensure the safety of humanitarian workers. SRSG Pronk also consulted with southern Sudanese officials on November 13–16 on implementation of the CPA.

In mid-November, UNMIS relocated staff members of UN agencies and nongovernmental organizations from the area of Yambio due to inter-ethnic fighting. UNMIS reported that the security situation in its area of responsibility was tense in December. UNMIS provided logistical support to participants at the inter-Sudanese talks led by the AU in Abuja and liaised with

the AU in Darfur and at AU headquarters in Addis Ababa. UNMIS participated in an AU-led joint assessment mission of the AU Mission in Darfur on December 10–20.

The UNMIS budget in 2005 was \$969 million, of which the United States paid \$261.6 million. At the end of 2005, UNMIS had a total strength of 4,765 military and police personnel. The United States contributed one police officer.

### **Western Sahara**

The UN Mission for the Referendum in Western Sahara (MINURSO) was established by Security Council Resolution 690 (1991) to assist in the implementation of the settlement proposals agreed to by Morocco and the Frente Popular para la Liberacion de Saguia el-Hamra y Rio de Oro (POLISARIO Front), supported by Algeria, on August 30, 1988.

In May 2005, the UN Secretary-General appointed Francesco Bastagli (Italy) as Special Representative of the Secretary-General for Western Sahara. In July, the Secretary-General named Peter van Walsum (the Netherlands) as his Personal Envoy for Western Sahara.

In August, Senator Richard Lugar, accompanied by Supreme Allied Commander Europe, General James Jones, led a Presidential mission that oversaw the release of 404 Moroccan prisoners of war. The prisoners had been held by the POLISARIO in Algeria, many for 15–20 years.

UN assessments for MINURSO in 2005 totaled \$41.5 million. The U.S. share totaled \$11 million. As of December 31, 2005, MINURSO had 232 troops, military observers, and police from 26 countries. No U.S. personnel served in MINURSO.

### **East Asia and the Pacific**

#### **Bougainville**

In 2001, after 13 years of civil conflict, Bougainville and Papua New Guinea signed the Bougainville Peace Agreement, which granted the island of Bougainville autonomy and an eventual vote on independence from Papua New Guinea in 10 to 15 years. The UN Security Council established the UN Political Office for Bougainville in 1998. In 2003, the Security Council voted to replace the Political Office with the smaller UN Observer Mission in Bougainville (UNOMB). UNOMB's mandate was to facilitate the smooth transition to elections of an autonomous Bougainville Government and to certify the collection and disposal of weapons. The United States supported the completion of the constitutional process and finalization of the destruction of weapons.

In December 2004, the Secretary-General reported to the Security Council that 94 percent of the weapons in Bougainville had been destroyed. On June 15, 2005, the Permanent Mission of Papua New Guinea submitted a letter to the Security Council reporting that the First General Elections for the President and Members of the House of Representatives of the Autonomous Region of Bougainville were held from May 20 through June 9, and took place

in a competent, transparent, and fully successful fashion. On July 6, Assistant Secretary-General for Political Affairs Danilo Turk delivered a statement to the Security Council on the success of the elections and the installation of the Autonomous Government, which was praised by all members of the Council.

The UNOMB mandate expired on June 30, and was not renewed. At the request of the Government of Papua New Guinea, however, two UN personnel remained at an office in Kieta, the island's capital, for the purpose of preserving archives, completing the weapons collection and destruction process, and maintaining a UN presence until a referendum could be held on whether the island should remain an autonomous part of Papua New Guinea or become independent, which is to be held at a date agreed on by the Government of Papua New Guinea and the Bougainville Autonomous Government. These two UN personnel report through the UN Development Program in Papua New Guinea.

In 2005, the UN regular budget provided \$701,400 for UNOMB; the U.S. contribution was \$154,308.

### **Burma**

Razali Ismail (Malaysia), the Special Envoy of the Secretary-General for Myanmar (Burma), was mandated to engage in discussions with the government and political leaders, including Aung San Suu Kyi and representatives of some ethnic minority groups, and call upon the Government of Myanmar to enter into a constructive dialogue with the Secretary-General to make better use of his good offices to continue the Secretary General's discussions on the situation of human rights and the restoration of democracy with the Government of Burma.

In 2005, the United States actively sought action on Burma in UN agencies. In November–December, the United States engaged in high-level lobbying that resulted in getting the necessary nine votes for a Security Council briefing on the situation in Burma. Eventually, the Council reached a consensus to hold an informal briefing. Under Secretary-General Gambari delivered it on December 18; it drew very favorable press coverage. In order to gain the consensus, the United States indicated that it would not seek a resolution or other Council option at that time, but did not rule it out in the future.

### **East Timor**

The UN Mission of Support in East Timor (UNMISSET) was terminated on May 20, 2005, and replaced by a political mission, the UN Office in Timor-Leste (UNOTIL), with a one-year mandate. UNOTIL was created by Security Council Resolution 1599, adopted on April 28. The mission was intended to provide expert advice to key ministries, as well as police and military liaison support, particularly to the Border Patrol Unit. UNOTIL was also charged with advising the Government of Timor-Leste on human rights.

On February 18, the Secretary-General announced the formation of an independent Commission of Experts (COE) to review the prosecution of serious human rights violations committed in East Timor in 1999. Resolution 1599 underlined the need to preserve a copy of the records of the Serious Crimes Unit (SCU), which was closed when UNMISSET terminated operations, and called on all parties to cooperate with the COE. On March 9, 2005, the Timorese and Indonesian presidents announced terms of reference for a bilateral Truth and Friendship Commission (TFC) to address the 1999 human rights violations; the TFC was not intended to prosecute or name individuals. In April 2005, the Indonesian Government refused to issue visas to the COE, arguing that their visit should be postponed until after the TFC was operational (scheduled for August). In effect, this gave the TFC and COE equal weight. Following protests from the United States, the United Nations, and other concerned countries, the COE visited Jakarta in May. In June, the court files of the SCU and related panels were handed over to the Dili district court. The SCU's records were transferred to the Office of the Prosecutor-General of Timor-Leste; UNOTIL provided security. In August, the TFC met for the first time.

During the first five months of 2005, there were several small incidents at the border, some possibly involving former members of the pro-Indonesian militia groups. Peaceful protests orchestrated by the Roman Catholic Church against government efforts to make religious education optional in schools brought several hundred people into the streets in Dili in April. Timorese police set up roadblocks and prevented at least 1000 more from joining the protest. The United Nations and international partners prevailed upon Timorese authorities to lift the roadblocks. By the time the demonstration was concluded, by the signing on May 7 of a declaration on church/state dialogue by Prime Minister Alkatiri and Timor-Leste's two Roman Catholic bishops, up to 25,000 demonstrators had engaged in a largely peaceful series of marches and sit-ins.

Following UNMISSET's departure, there were a number of isolated, minor incidents over the remainder of the year involving martial arts groups or political opposition groups. Local elections were conducted peacefully in several locations. Progress was made on strengthening government structure and administrative law. Relations with Indonesia stayed calm, and some progress was made on discussions of delineating the border.

UNMISSET was closed in May 2005. UNMISSET's budget for 2005 was \$40.1 million, of which the United States was assessed \$10.6 million. The United States contributed several police; the number was reduced from nine in January to seven by April, and reduced further to zero by May. UNOTIL is funded through the UN regular budget. UNOTIL's budget for 2005 was \$21.9 million; the U.S. contribution was \$4.8 million. UNOTIL was staffed with up to 45 civilian advisors in key ministries; up to 40 police advisors for police development; up to 35 additional advisors for development of the Border Patrol Unit (15 of whom may be military); and up to 10 human rights officers. No U.S. personnel were assigned to UNOTIL.

## **Europe and Eurasia**

### **Bosnia/Herzegovina**

The UN Mission in Bosnia and Herzegovina closed on December 31, 2002, but in 2005 the United Nations continued to endorse the ongoing operations of NATO and the European Union (EU) in support of the 1995 Dayton Peace Agreement via a Security Council resolution. On November 21, the Security Council unanimously adopted Resolution 1639 authorizing the continuation for 12 months of the EU multinational stabilization force in cooperation with NATO. Resolution 1639 also emphasized the role of the Dayton Agreement High Representative in monitoring the implementation of the Peace Agreement.

### **Cyprus**

The United States continued during 2005 to support UN efforts to achieve a comprehensive settlement to the division of Cyprus. The UN Peacekeeping Force in Cyprus (UNFICYP) was created in March 1964 by UN Security Council Resolution 186 to help end the violence between Greek Cypriot and Turkish Cypriot communities. Since the *de facto* division of the island in 1974 as a result of Turkish military intervention (following a coup d'état directed by Greece), UNFICYP has served as a buffer force between the opposing military forces on the island.

In November 2002, Secretary-General Annan proposed a detailed settlement plan to reunify the island, give considerable authority to Greek Cypriot and Turkish Cypriot constituent entities, and enable displaced persons to return home. A referendum on the Secretary-General's Settlement Plan took place April 24, 2004, with the Turkish Cypriot community voting in favor of the Plan, and the Greek Cypriot community rejecting it. Following this setback, the Secretary-General announced a review of the mandate, size, and concept of operations of UNFICYP. In a September 2004 report, the Secretary-General recommended maintaining the original mandate while cutting troop numbers by 30 percent by concentrating forces and increasing their mobility. The Security Council did not act on this report, and on December 14, 2005, the Council adopted Resolution 1642, renewing UNFICYP's mandate until June 15, 2006.

As of December 2005, UNFICYP forces numbered 842 troops and 69 civilian police. No U.S. personnel served in this mission. The cost of the mission to the United Nations was \$25.7 million, with the United States' share at \$6.8 million. The approved budget for UNFICYP was \$46.5 million, including voluntary contributions of a one-third share from Cyprus and \$6.5 million from Greece.

### **Georgia**

The UN Observer Mission in Georgia (UNOMIG) was established on August 24, 1993, by UN Security Council Resolution 858. The mission monitors compliance with a cease-fire agreement reached between the Georgian government and Abkhaz separatists. On July 21, 1994, Resolution

937 increased the authorized number of military observers in UNOMIG (all unarmed) from 55 to 136. A small civilian police component was endorsed by the Security Council in Resolution 1494 (2003). The United States continued to work with the “Friends of the Secretary-General for Georgia” (consisting of France, Germany, Russia, the United Kingdom, and the United States) to achieve a comprehensive political settlement to the conflict.

Under the May 1994 Moscow Agreement, a peacekeeping force of the Commonwealth of Independent States (CIS) monitors compliance with the terms of the cease-fire. The CIS force consists of approximately 1,700-armed Russian Federation troops. CIS peacekeepers maintain checkpoints along both sides of the cease-fire line. UNOMIG military observers maintain a close working relationship with the CIS force, which is responsible for UNOMIG’s security.

In Resolution 1615, the Security Council renewed UNOMIG’s mandate on July 29, 2005, for an additional six months. UNOMIG continued to carry out its mandate throughout 2005; the UN police made some progress on the Georgian-controlled side of the cease-fire line by providing training on law enforcement and human rights issues to the local authorities. The UN police also assisted in the establishment of crime-prevention committees in conjunction with local and regional police commanders. Abkhaz authorities continued to refuse a UN police presence, as well as a UN human rights sub-office, in the region’s Gali District.

UN-assessed costs for UNOMIG in 2005 totaled \$34.1 million, of which the U.S. share was \$9 million. As of December 31, 2005, UNOMIG had 134 military observers and police from 27 countries. Two U.S. military observers (posted to Tbilisi) were assigned to the mission.

**The former Yugoslavia: UN Interim Administration Mission in Kosovo (UNMIK)**

The Federal Republic of Yugoslavia agreed to withdraw its forces from Kosovo following the NATO 1999 air campaign against Serbian forces. UN Security Council Resolution 1244 (1999) authorized an international security presence that became the NATO-led Kosovo Force and an international civilian presence to establish an interim governing authority in Kosovo.

Resolution 1244 mandated the UN Interim Administration Mission in Kosovo (UNMIK) to provide civilian administration of Kosovo; develop provisional institutions for a democratic and autonomous self-government; facilitate a process to determine Kosovo’s future status; support economic reconstruction and humanitarian and disaster relief; maintain law and order; protect and promote human rights; and support refugees and internally displaced person returns. UNMIK is a collaborative effort of the international community and is supported by organizations such as the Organization for Security and Cooperation in Europe and the European Union.

In 2003, the UN Secretary-General’s Special Representative in Kosovo laid out eight Standards for Kosovo, which included the creation of

functioning democratic institutions; rule of law; freedom of movement; returns and reintegration; economy; property rights; dialogue with Belgrade; and development of the Kosovo Protections Corps. In October 2005, UN Envoy Kai Eide (Norway) noted in his report on the Standards and overall political progress in Kosovo that while much remained to be done, particularly on protecting minority rights and solidifying the rule of law, a political process to determine Kosovo's future status should begin. On October 24, the Security Council President issued a statement endorsing the Secretary-General's intention to begin a political process to determine Kosovo's future status, in accordance to Resolution 1244. In November, the Secretary-General appointed Martti Ahtisaari (Finland) as the UN Special Envoy charged with leading the status talks.

The transfer of police station management to the Kosovo Police Service was completed to include 33 police stations and five of the six regional police headquarters being operated by Kosovo officials. UNMIK remained as the overseer of the functioning of police stations and took the lead on sensitive cases such as organized crime and war crimes investigations.

As of December 31, UNMIK's force strength stood at 40 military observers and 2,150 civilian police, to which the United States contributed 272 personnel. UN-assessed costs for UNMIK totaled \$278 million in 2005. The United States paid \$79 million.

## **Western Hemisphere**

### **Haiti**

In 2004, the Security Council adopted Resolution 1542, establishing the UN Stabilization Mission in Haiti (MINUSTAH). MINUSTAH's mandate included providing support to the Transitional Government of Haiti to ensure a secure and stable environment in which the constitutional and political process in Haiti could take place. The mandate also envisioned assistance to the Transitional Government for the reform of the Haitian National Police; development of a comprehensive disarmament, demobilization, and reintegration program; and facilitation of the national dialogue and reconciliation process. Additionally, a key element of MINUSTAH's mandate related to the assistance to the Transitional Government in its efforts to organize, monitor, and carry out free and fair municipal, parliamentary, and presidential elections at the earliest possible date. On May 31, 2005, the Security Council extended MINUSTAH's mandate until June 24. On June 22, the Security Council further extended the mission's mandate until February 15, 2006.

Despite MINUSTAH's improvements in security, gang violence and security challenges continued in Port-au-Prince. Slums like Cite Soleil remained a source of destabilization, as gang violence and frequent kidnappings continued. There was no evidence that the kidnappings were politically motivated; kidnappings were the gangs' primary income source. Despite an augmentation in force strength from 6,700 up to 7,500 troops, MINUSTAH was unable to quell violence in some areas.

In 2005, MINUSTAH, the Organization of American States (OAS), and the Interim Government of Haiti made progress in elections preparations, which were originally envisaged for 2005 but postponed until 2006. The successive postponements were due to problems forming the Provisional Electoral Council, the OAS' voter registration process took much longer than anticipated, and identifying voting sites and hiring poll workers was more time consuming than anticipated. Local elections were to start the electoral process, but over the course of postponements, they changed to national level elections. Despite these setbacks, 35 presidential candidates and 42 political parties registered, reflecting the wide spectrum of political ideas; almost 80 percent of the estimated number of eligible voters registered in five months; and 804 voting centers were established nationwide, including around the dangerous slum of Cite Soleil. The European Union, the International Foundation for Election Systems, and the International Mission for Monitoring Haitian Elections monitored the process.

Donors disbursed \$964 million under the interim Cooperation Framework. In fiscal year 2005, the United States provided over \$200 million to improve governance, security, rule of law, economic recovery, and critical humanitarian needs. MINUSTAH's budget was \$493 million; the United States contributed \$133 million. As of December 31, 2005, MINUSTAH had 7,286 troops and 1,748 civilian police from 44 nations. The United States contributed 50 civilian police and four personnel assigned to MINUSTAH headquarters.

## **Disarmament Issues**

### **UN Disarmament Commission (UNDC)**

The UN Disarmament Commission (UNDC), a subsidiary body of the General Assembly, is a deliberative body intended to consider in depth, and make recommendations on, issues in the field of disarmament. The UNDC normally meets for three weeks each year to consider a limited number of agenda items. The Commission's recommendations must be approved by consensus. The UNDC reports annually to the General Assembly. All UN member states are eligible to participate, but barely one-third have attended the UNDC in recent years.

The focus of the United States has been to ensure that the UNDC adopts reports that are consistent with, and advance, U.S. policy. The Non-Aligned states historically have tried to focus UNDC discussion almost exclusively on nuclear disarmament issues. A key U.S. interest, however, is to maintain a balance in UNDC work between nuclear disarmament and nuclear non-proliferation on the one hand, and other disarmament issues, such as conventional arms control matters, on the other. The UNDC last issued consensus recommendations in 2000.

The 2001–2003 issue cycle failed to produce substantive recommendations for consideration by the General Assembly. Indeed, the Non-Aligned delegations actually used their numerical majority to cancel the 2002 session. The 2003 session resumed those delayed discussions on “ways

and means to achieve nuclear disarmament,” and “practical confidence-building measures in the field of conventional armaments,” but Non-Aligned states (principally India on the former and Pakistan on the latter) blocked agreement in both areas.

In 2004, the UNDC was unable to agree on what issues to consider. The United States and the European Union tabled a number of compromise proposals on the UNDC agenda, but Non-Aligned countries refused to drop their demand that nuclear disarmament remain the Commission’s focus. As a result, at the 2004 session of the UN General Assembly First (Disarmament) Committee, the United States declined to participate in the adoption of the annual UNDC resolution. As in previous years, the resolution failed to set an agenda for the 2005 session.

The UNDC struggled to reach agreement on an agenda throughout 2005. In November, the United States again declined to participate in the adoption of the annual UNDC resolution by the First Committee. In December, the UNDC Preparatory Committee reached agreement on an agenda for 2006 that, for the first time, placed nuclear nonproliferation on an equal footing with nuclear disarmament, the Commission’s historic preoccupation. The UNDC also agreed to conduct an internal review of its work practices to consider necessary reforms, in line with broader U.S. efforts to modernize the United Nations. Both of these agenda elements were U.S. initiatives. A third agenda item would focus on completing the UNDC’s work from 2003 on conventional confidence-building measures.

### **Conference on Disarmament (CD)**

The Geneva-based Conference on Disarmament (CD) is the principal multilateral forum for negotiating arms control and disarmament agreements. The CD has produced significant treaties in the past, including the Nuclear Non-Proliferation Treaty and the Chemical Weapons Convention. However, the Conference in 2005 adjourned in a stalemate for the ninth consecutive year because it was unable to agree on a Program of Work (PoW). Progress was stymied because some CD members continued to focus on outmoded Cold War-era issues, and sought to establish links between elements of the proposed PoW.

Although funded from the UN budget, the CD is an autonomous body. The Conference’s 65 member states are divided into geopolitical groups—the Western Group, the Eastern Group, and the Non-Aligned Group, with China as an independent member. Thirty-four non-members also participated in 2005 as observers. All CD decisions are made by consensus. The presidency of the CD rotates among its members on a monthly basis. The CD adopted its annual report to the UN General Assembly on September 22.

In 2005, the CD’s agenda included nuclear disarmament and the prevention of nuclear war, weapons of mass destruction, conventional armaments, negative security assurances (NSAs), the prevention of an arms race in outer space (PAROS), and transparency in armaments. Much of the CD’s 2005 discussion continued to focus on a PoW proposal offered by

Algeria, Belgium, Chile, Colombia, and Sweden. The proposal called for the establishment of four *ad hoc* committees. Two of those would have negotiating mandates, one for an “effectively verifiable” Fissile Material Cutoff Treaty (FMCT), and the other on NSAs. The other two committees would have mandates to discuss nuclear disarmament and PAROS. The proposal included elements on which the CD had been unable to reach consensus for several years, so the 2005 session once again ended without any agreement on a PoW. Informally, the CD also discussed, among other things, the CD’s agenda, work program, and organization and procedures, as well as landmines and organizational reform.

Unfortunately, the CD failed to act on FMCT or on banning the sale or export of persistent landmines, the two initiatives the United States proposed to the CD Plenary on July 29, 2004.

The United States reiterated its commitment to effective multilateral solutions to disarmament issues, and made clear that the CD will be unable to adopt a PoW while some CD members insist on making links between agreed subjects and unrelated issues about which there is no agreement. The sustained lack of an agreed PoW, however, increased concern among members that the CD’s relevance as an international negotiating forum was eroding.

The CD is supported through the budget of the UN Department of Disarmament Affairs. The United States was assessed 22 percent (\$880,000) of the CD’s 2005 budget of approximately \$4 million.

### **NPT Conference**

The Nuclear Non-Proliferation Treaty (NPT) entered into force in 1970. Its objective is to prevent the spread of nuclear weapons and weapons technology, to promote cooperation in the peaceful uses of nuclear energy, and to further the goal of achieving nuclear disarmament and general and complete disarmament. The Treaty envisaged a review of the operation of the treaty every five years.

The NPT Review Conference (RevCon) was held in New York on May 2–27, 2005. The RevCon failed to produce a consensus final document, mainly because Iran, Egypt, and others engaged in procedural maneuvers that left little time to work on substantive issues. However, the RevCon still presented an opportunity to build support for U.S. efforts aimed at preventing the further spread of nuclear weapons and of sensitive nuclear technologies and materials.

Throughout the Conference, the United States demonstrated maximum flexibility in an effort to move past the procedural roadblocks set by the Non-Aligned Movement, in particular by Iran and Egypt. Despite the delay in the start of main committee and subsidiary body discussions, the parties held productive discussions on substantive matters, including on Iran’s noncompliance with the Treaty and the withdrawal of the Democratic People’s Republic of Korea (DPRK) from the Treaty. The U.S. delegation used many vehicles to promote its views, including the general debate, formal and

informal meetings of the main committees and their subsidiary bodies, and bilateral discussions with dozens of delegations.

The Conference addressed other topics, including the risk that peaceful nuclear programs could be used as a cover for nuclear proliferation, the need to prevent the spread of enrichment and reprocessing (ENR), the importance of compliance with UN Security Council Resolution 1540, and the steps that parties should take in the event that a violator withdraws from the NPT, as occurred with the DPRK. There was general, though incomplete, consensus that steps should be considered to address these issues.

From the U.S. perspective, success at the Conference did not depend upon getting a consensus final document, and the U.S. delegation made clear that having no such document would be preferable to agreement on a document that failed to address adequately the nonproliferation and noncompliance challenges facing the NPT regime. From the outset, the U.S. criterion for success was whether RevCon participants would begin to change their focus from a Cold War-era agenda to one that addresses today's NPT challenges. Despite some countries' attempts at obstruction, the United States was pleased to see more—and more forthright—discussion of these issues than ever before.

The United States pursued the various issues discussed during the RevCon within the Group of Eight industrialized nations and in the Nuclear Suppliers Group, which are the primary venues for seeking action on preventing the proliferation of ENR technology, as well as in other venues on other nonproliferation matters. The United States continued to press its nonproliferation proposals, in close coordination with key friends and allies, through bilateral discussions and in other multilateral venues, such as the International Atomic Energy Agency.

## **Peacekeeping Issues**

### **Peacekeeping Financing**

In 2005, the United States supported an expansion in the overall level of UN peacekeeping operations around the world on such established criteria as national interests, clear objectives, a sound plan, acceptable risks and costs, and a realistic end-state and exit strategy. In recognition that these criteria had been met, the United States supported a new UN peacekeeping mission in the Sudan.

The United States supports UN peacekeeping operations when they can be an effective means of containing conflict and resolving disputes in support of U.S. national interests. It has supported proposals to improve the UN's ability to assess conflict situations, to plan and manage peacekeeping operations, and to respond quickly to Security Council mandates. The United States also continued to encourage other member states to include peacekeeping in their national security strategies and to contribute forces to peacekeeping whenever appropriate. The total number of troops, military observers, and UN police from all nations serving in UN missions at the end of

2005 increased by approximately 5,137 from 2004. The increase was mainly attributable to the new mission in Sudan and the expansion of the missions in the Democratic Republic of the Congo, Haiti, and Côte d'Ivoire. As of December 31, 2005, the United Nations had a total of 60,070 troops; 2,527 military observers; and 7,241 UN police participating in UN peacekeeping missions. The U.S. contribution for UN peacekeeping missions included 10 U.S. troops, 18 U.S. military observers, and 359 U.S. police.

The costs of UN peacekeeping operations increased in 2005. The United Nations assessed member states a total of \$4.7 billion, of which the United States was assessed \$1.3 billion. Assessments increased for operations in the Democratic Republic of the Congo, Burundi, Côte d'Ivoire, Haiti, and the new mission in the Sudan. These increases were only partially offset by decreased assessments for operations in Sierra Leone and Liberia.

### **Force Protection for U.S. Peacekeepers**

During 2005, there were no fatalities among U.S. military or civilian police personnel serving in UN peacekeeping operations, and there were no injuries resulting from hostile action. In addition, there were no U.S. military or police personnel captured or taken hostage while in service in UN peacekeeping operations. Peacekeeping remains an endeavor with tangible risks, and UN planners scrutinize every deployment with respect to personnel safety and force protection.

### **UN Police**

Since the 1960s, UN police officers have been a part of peacekeeping missions. A civilian police division was established in the Department of Peacekeeping Operations, called CIVPOL. In 2005, the UN Police Commissioner changed the name of this division from CIVPOL to UNPOL (UN Police) out of concern that the term CIVPOL was misleading because it implied that the personnel consisted of only civilian members when in fact there are military police personnel as well. UNPOL continued to play a critical role in peacekeeping while the international community struggled to meet worldwide demand for qualified officers. The United States continued efforts to recruit top-quality officers for participation in UNPOL missions, and continually revised and updated procedures for recruiting, training, and deploying U.S. officers for UNPOL. In 2005, the United States doubled its contribution to the peacekeeping operation in Haiti, from 25 to 50. For the first time, the United States also contributed one officer to the UN Mission in Sudan. At the same time, the United States continued the drawdown of officers in the Kosovo, Liberia, and East Timor missions.

There was an increasing recognition by peacekeeping mission planners that there was a need for "formed units," a type of international policing that falls between functions performed by regular civilian police and those performed by the military within peacekeeping operations. Specially trained formed units can perform crowd control and conduct high-risk arrests, investigations, and other specialized law enforcement functions. In 2005, the

United Nations formally certified the training performed at the U.S.-supported Center of Excellence for Special Police Units in Vincenza, Italy, to train these units for peacekeeping tasks.

### **Sexual Abuse**

Serious allegations of sexual exploitation, abuse, and misconduct by UN peacekeeping personnel in the Democratic Republic of the Congo (DRC) came to light in 2004. In 2005, the UN Department of Peacekeeping Operations (DPKO) reported a total of 264 investigations of sexual exploitation and abuse against military, UN staff, volunteers, and contractors in all UN peacekeeping missions. Of these, 16 civilians were dismissed and 116 military personnel were repatriated. Close to two-thirds of the allegations involved rape or sexual assault. The range of alleged abuse also included child pornography, child molestation, and prostitution.

Since November 2004, the DPKO addressed sexual abuse with an approach that focused on both enforcement and prevention. Enforcement measures included designation of sexual abuse focal points to facilitate receipt of complaints from the local population. DPKO implemented curfews and 'off limits' areas. It strove to promptly review and refer all cases of serious misconduct, especially sexual abuse. DPKO also regularly followed up with member states to ascertain what disciplinary or criminal action was taken in substantiated cases. The preventive measures of this approach included increased awareness of and training on UN standards of conduct for all peacekeeping personnel. DPKO also established in-country networks linking mission focal points on sexual abuse with other UN agencies and programs and international nongovernmental organizations to develop common approaches to prevention and to providing support to victims.

In February 2005, the United Nations established a Conduct and Discipline Unit in the DRC to respond to cases and handle victim's assistance and witness protection. An Inspector General was designated and sent to the DRC to investigate sexual abuse cases in March. The UN Secretary-General requested 100 more military police for the DRC, and announced a general non-fraternization policy, curfew for the UN Organization Mission in the DRC military contingents, and mandatory specialized training on the UN's zero-tolerance policy.

In April 2005, Prince Zeid Ra'ad Al-Hussein (Jordan), the Secretary-General's Special Adviser on Sexual Exploitation and Abuse, compiled a comprehensive strategy on the sexual abuse problem. The General Assembly adopted the strategy in June. Some of the major themes in the report included a uniform binding standard of conduct; professional investigations; a trust fund for victims of sexual abuse; accountability of troop contributing countries (TCCs) for their soldiers' actions; and disciplinary action, including courts martial.

Discussion of a protocol for national investigative officers from TCCs began in 2005. Working groups met to consult on a comprehensive victim assistance policy. The United Nations also started listing some areas in its

mission host countries as “no-go zones” in an attempt to deter misconduct. All peacekeeping mission mandate renewals started including language regarding sexual abuse prevention. The United Nations also began establishing in its missions focal points or regional offices where locals could report sexual abuse violations. The DPKO began review of its HIV/AIDS training prevention efforts for peacekeepers to ensure that it addressed sexual abuse. The United Nations announced that the Office of Internal Oversight Services would assume from DPKO responsibility for sexual exploitation and abuse investigations beginning in fall 2005.

In 2005, the United States continued to endorse the UN policy of zero tolerance, UN investigations into allegations of sexual exploitation and abuse, and enhanced training for all new UN peacekeeping personnel. The United States also called on troop-contributing countries to take disciplinary actions to deter and prosecute abuse. The United States encouraged the United Nations to adopt effective preventive measures and procedures to ensure that violators of UN policy were disciplined, and, where crimes are involved, prosecuted. The United States commended UN decisions to repatriate civilian perpetrators from its missions and stood ready to work with the United Nations and troop contributors to put in place a system to end sexual exploitation and abuse by UN peacekeepers. The United States will continue to actively engage the United Nations and troop contributing countries to ensure full implementation of reforms to address sexual exploitation and abuse.

## **Special Issues**

### **Terrorism**

In 2005, the United Nations continued to provide focus and energy to the international community in its collective fight against terrorism. U.S. participation was a key factor in advancing international counterterrorism initiatives in the Security Council, its committees addressing terrorism-related issues (the 1267 Sanctions Committee, the Counter-Terrorism Committee, and the 1540 (non-proliferation) Committee), and the General Assembly.

The Security Council adopted four resolutions directly related to terrorism. Resolution 1611 condemned the terrorist bombings that took place in London on July 7, 2005; Resolution 1617 continued sanctions including an asset freeze, travel restrictions, and an arms embargo on the Taliban, al-Qaida, and Usama bin Laden, as well as individuals and entities associated with them; and Resolution 1618 condemned terrorist acts in Iraq. Resolution 1624 called upon states to take necessary and appropriate steps in accordance with their obligations under international law to prohibit by law incitement to commit terrorist acts, to prevent such incitement, and to deny safe haven to persons against whom there is serious and credible evidence that they have engaged in such conduct. Resolution 1624 also called upon states to strengthen border security to prevent travel of those engaged in incitement to commit terrorist acts.

The 1267 Sanctions Committee continued to develop and maintain its list of individuals and entities associated with al-Qaida, the Taliban, and

Usama bin Laden subject to international sanctions—including the asset freezes, travel restrictions, and arms embargo imposed under Security Council Resolution 1267 and successor resolutions—that member states are obligated to implement. The United States continued referring names of individuals and entities for inclusion on the Committee’s sanctions list. The names or entities are first vetted within the appropriate U.S. Government agencies and then circulated to the other 14 members of the Committee with sufficient explanatory information for the Committee to determine whether they should be added.

The Counter-Terrorism Committee (CTC), established by Security Council Resolution 1373 after September 11, 2001, continued progress toward its goal of raising the level of performance of the governments of all member states in the fight against terrorism. The United States played an active leadership role in the CTC, urging the Committee to become more focused on facilitating technical assistance to member states to help them close gaps in their implementation of Resolution 1373, and promoting closer cooperation and coordination between the CTC and other international organizations, including regional and sub-regional organizations. In December 2005, the Counter-Terrorism Committee Executive Directorate, the CTC’s group of experts, was declared fully operational, allowing the CTC to enhance its monitoring of member states’ implementation of the requirements of Resolution 1373.

The General Assembly adopted a number of terrorism-related resolutions in its 60th session in 2005. On December 8, the General Assembly adopted Resolution 60/43 on “Measures to Eliminate International Terrorism,” which condemned all acts, methods, and practices of terrorism as criminal and unjustifiable, wherever and by whomsoever committed. It reaffirmed previous resolutions and Declarations on Measures to Eliminate International Terrorism, and urged states to become parties to all international terrorism conventions and protocols. The resolution stipulated that the Ad Hoc Committee, established by General Assembly Resolution 51/210, should continue its work on the negotiation of the Comprehensive Convention on International Terrorism (CCIT). The General Assembly adopted the following three additional terrorism-related resolutions on December 8: Resolution 60/73 on “Preventing the risk of radiological terrorism,” Resolution 60/77 on “Prevention of the illicit transfer and unauthorized access to and use of man-portable air defense systems,” and Resolution 60/78 on “Measures to prevent terrorists from acquiring weapons of mass destruction.” On December 16, 2005, the General Assembly adopted Resolution 60/158 on “Protection of human rights and fundamental freedoms while countering terrorism.” All of these resolutions were adopted by consensus.

UN members met in September 2005 for a world summit to reinvigorate the United Nations. The World Summit outcome document contained a strong condemnation of all forms of terrorism as a threat to international peace and security, and called upon states to refrain from any support to terrorism or terrorist activities. The outcome document encouraged

states to conclude negotiation of the CCIT, and endorsed a strong UN role in combating terrorism. The document welcomed the Secretary-General's proposals for a UN counterterrorism strategy. In response, the Secretary-General submitted a report offering a draft text that became the basis for negotiations on a UN strategy.

Despite the encouragement from the World Summit, negotiations on the CCIT in 2005 remained at an impasse over debates concerning the scope of the exception for the activities of state military forces (in which the United States opposed suggestions that would narrow the scope of the exception) and concerning proposed language that might be used to argue for exempting the activities of persons who act in the name of national liberation movements (in which the United States opposed the inclusion of such language on the basis that it would undermine the credibility of UN and member-state counterterrorism efforts.

While negotiations on the CCIT remained stalled, in April the General Assembly adopted the Russian draft of the International Convention for the Suppression of Acts of Nuclear Terrorism. This convention, fully supported by the United States but not yet in force, would be the first counterterrorism convention adopted by the United Nations since September 11, 2001. The convention opened for signature on September 14, 2005, at the World Summit. The United States, Russia, and France were the first countries to sign it.

## **Sanctions**

The United States continued to support the imposition of UN sanctions in response to threats to international peace and security. Chapter VII, Article 41, of the UN Charter authorizes the Security Council to mandate member states to implement measures not involving the use of armed force to enforce its decisions. Under this authority, the Council has resorted to the use of multilateral sanctions as an enforcement tool when international peace and security have been threatened and diplomatic efforts have failed.

The United States believes that sanctions, appropriately structured and targeted and supported by the international community, can serve as a key political tool to prompt a change in policy or behavior of regimes that threaten international peace and security. Sanctions have restricted access to arms, funds, and commodities used to undermine security, while denying political support to the leadership of sanctioned regimes. The United States recognizes that sanctions alone are often insufficient, and are most effective when used in conjunction with effective diplomacy. The effectiveness of UN-imposed sanctions is directly linked to the willingness and ability of member states, particularly neighbors of the targeted regime, to implement and enforce the measures.

The UN Security Council imposed numerous multilateral sanctions regimes, primarily in response to civil wars in Africa and international terrorism. During 2005, UN sanctions remained in place against Saddam Hussein and other senior officials of the former Iraqi regime, their immediate

family members, and individuals and entities associated with Usama bin Laden, the Taliban, and al-Qaida. UN sanctions remained in effect in the Democratic Republic of the Congo (DRC), Liberia, Somalia, Sudan, and Côte d'Ivoire. UN restrictions on nongovernmental groups in Rwanda and Sierra Leone also remained in effect.

On July 29, the Security Council adopted Resolution 1617 to improve implementation of the arms embargo, travel restrictions, and assets freeze imposed by Resolution 1267 (1999) and succeeding resolutions on Usama bin Laden, the Taliban, al-Qaida, and their associates.

On April 18, the Security Council adopted Resolution 1596, which amended and expanded the arms embargo in the DRC imposed under Resolution 1493 (2003) and imposed targeted travel and financial measures on individuals designated by the DRC sanctions committee. On July 29, the Council adopted Resolution 1616, which re-established the DRC sanctions Group of Experts. On December 21, the Council adopted Resolution 1649 which renewed and expanded the travel and financial restrictions until July 31, 2006, to political and military leaders, as designated by the committee, of foreign and Congolese armed groups impeding the disarmament and reintegration of combatants.

An arms embargo, assets freeze, travel restrictions, and restrictions on the export of conflict diamonds and timber remained in effect in Liberia. Resolution 1607, adopted June 21, 2005, renewed the diamond export ban and re-established the panel of experts for a period of six months. Resolution 1647, adopted on December 20, re-established the panel of experts for six months, renewed the arms embargo and travel restrictions for a period of one year, and extended the timber and the diamond ban for a period of six months.

The arms embargo on Somalia, dating back to 1992, remained in place as the oldest sanctions regime currently in effect. By Resolution 1587, adopted on March 15, the Council re-established for six months a monitoring group, established by Resolution 1519 (2003), to continue monitoring implementation of the arms embargo on Somalia. Resolution 1630, adopted on October 14, 2005, further extended the monitoring group's mandate.

On March 29, the Council sanctioned individuals to help end the genocide in Darfur. Resolution 1591 expanded the existing arms embargo to include all the parties to the N'djamena Ceasefire Agreement and other belligerents in the states of North Darfur, South Darfur, and West Darfur. It authorized imposition of a travel ban and asset freeze on individuals designated by the sanctions committee who impede the peace process, constitute a threat to stability in Darfur and the region, commit violations of international humanitarian or human rights law, violate the arms embargo, or are responsible for offensive military overflights. The resolution established a sanctions committee to monitor the implementation of the measures, and authorized the creation of a Panel of Experts to assist the committee. In Resolution 1651, adopted on December 21, the Council extended the mandate of the Panel for three months.

On November 15, 2004, the Council imposed an arms embargo on Côte d'Ivoire by Resolution 1572. It also authorized imposition of travel restrictions and an assets freeze on designated individuals who constitute a threat to the peace and national reconciliation process, are determined to be responsible for serious violations of human rights and international humanitarian law in Côte d'Ivoire, publicly incite hatred and violence, or violate the arms embargo. Resolution 1584, adopted on February 1, 2005, authorized the UN Operation in Côte d'Ivoire and the French forces supporting it to monitor the arms embargo, and established a panel of experts. The measures imposed by Resolution 1572 were renewed until December 15, 2006, by Resolution 1643, adopted on December 15, 2005.

### **Oil-For-Food**

The UN Oil-for-Food Program ended in November 2003, as mandated by Security Council Resolution 1483 (2003). First-hand Iraqi accounts and documentary evidence of abuses of the Program surfaced in 2003, when the Coalition Provisional Authority obtained access to official Iraqi documents that revealed systemic abuses of the Program by the former Iraqi regime. As early as 2000, the United States brought reports of these abuses to the attention of the UN Security Council and its Iraq Sanctions Committee.

In response to allegations of wrongdoing by UN officials, in April 2004, the UN Secretary-General appointed an independent, high-level inquiry to investigate the administration and management of the Oil-for-Food Program in Iraq. The Independent Inquiry Committee (IIC) collected and examined information relating to the administration and management of the Oil-for-Food Program, including allegations of fraud and corruption on the part of UN officials, personnel, and agents, as well as contractors. The IIC issued its final report on October 27, 2005, but continued to maintain a small staff to respond to inquiries, including inquiries from law enforcement and national committees of inquiry. In a number of countries, including the United States, formal legal action was undertaken against those named in the report. IIC findings were frequently cited in discussions of the need for wide-ranging reform at the United Nations.

Throughout 2005, the State Department responded to numerous requests for information and briefings from the IIC, from other federal agencies, and from members of Congress. It devoted considerable time and resources to retrieving relevant archived documents covering the span of the Program.

### **Non-Self-Governing Territories**

The Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Special Political and Decolonization Committee (Fourth Committee) of the UN General Assembly annually

consider the status of non-self-governing territories, defined as “territories whose people have not yet attained a full measure of self-government.”

As the administering power of three non-self-governing territories—American Samoa, Guam, and the U.S. Virgin Islands—the United States has consistently partnered with the United Kingdom to ensure agreement on an “omnibus” resolution on the “Questions of American Samoa, Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, Guam, Montserrat, Pitcairn, Saint Helena, the Turks and Caicos Islands and the United States Virgin Islands.” This resolution confirms the right of self-determination and reiterates the call for complete decolonization. It further recognizes the work of the administering powers to this end. As in prior years, this resolution was adopted by consensus. The United States continued to fulfill all reporting requirements as requested by this resolution and Article 73(e) of the UN Charter.

During the General Assembly, the United States voted against or abstained on a series of resolutions further addressing the governance and independence of non-self-governing territories. The United States opposed these resolutions because of unacceptable references to land tenure, economic and military activities, and the responsibilities of administering powers.

### **Security Council Thematic Debates**

In 2005, the Security Council held debates on 12 thematic items, three fewer than in 2004, and the same as in 2003. For the fourth year in a row, terrorism continued to command the greatest attention. In January, the Security Council took note of the 14th work program of the Counter-Terrorism Committee (S/PRST/2005/3), while in December, the Council reviewed the mandate and work of the Counter-Terrorism Executive Directorate (S/PRST/2005/64). In July, the Security Council adopted a resolution, cosponsored by the United States, which strengthened sanctions against al-Qaida, Usama bin Laden, and the Taliban, and elaborated procedures for listing associated individuals and entities (Resolution 1617). The Security Council also strengthened counter-terrorism measures at a summit of Heads of State and Government held in September, as described below. The Security Council held meetings in April, July, and October to be briefed by the Chairs of its counter-terrorism subsidiary bodies. In presidential statements issued in April and July, the Council emphasized the importance of coordination and cooperation among its anti-terrorism committees (S/PRST/2005/16 and 34). In its statements during these meetings, the United States declared that collective counter-terrorism efforts will not succeed unless states make implementation of the resolutions a high priority and underlined the need for a standard of accountability and compliance against which the efforts of individual states can be measured. The Council also met on eight occasions, as described below under “Threats to International Peace and Security Caused by Terrorist Acts,” to take action on specific terrorist incidents.

The Security Council discussed the following themes:

- **Threats to International Peace and Security Caused by Terrorist Acts.** In July, the Security Council condemned the terrorist attacks on the London transit system (Resolution 1611), the assassination of the Egyptian ambassador in Iraq (S/PRST/2005/29), the terror attacks in Sharm el-Sheikh, Egypt (S/PRST/2005/36), and the assassination of Algerian diplomats in Iraq (S/PRST/2005/37). In August, the Council condemned the terrorist acts in Iraq that killed over 100, including employees of the Independent Electoral Commission (Resolution 1618). Upon adoption of this resolution, which it cosponsored, the United States said Council action demonstrated broad international support for the Iraqi government as it moved forward in its political, security, and economic transition. In October, the Council also condemned terrorist bombings in Bali, Indonesia (S/PRST/2005/45), and New Delhi, India (S/PRST/2005/53). Finally, in November, the Council condemned in the strongest terms the terrorist bombings in Amman, Jordan (S/PRST/2005/55).
- **Threats to International Peace and Security.** Meeting at a summit of Heads of State and Government in September, the Security Council adopted two resolutions. The first resolution strengthened steps to combat terrorism, especially the incitement of terrorist acts (Resolution 1624), while the second resolution adopted a declaration on strengthening the Council's role in conflict prevention, particularly in Africa (Resolution 1625). During the summit, President Bush stated there is a solemn obligation to stop terrorism at its early stages, to defend citizens against terrorism, to attack terrorist networks and deprive them of any safe haven, and to promote an ideology of freedom and tolerance. Furthermore, the President reaffirmed the U.S. commitment to support the prevention of unjust armed conflict, particularly in Africa, and expressed support to improve the ability of the African Union and subregional organizations to deploy both civilian and military assets to prevent such conflicts. The President declared that terrorism and armed conflict are not only threats to security, but also enemies of development and freedom for millions.
- **Children and Armed Conflict.** The Security Council held an open meeting in February at which it took note of the Secretary-General's proposal to establish a monitoring, reporting, and compliance mechanism (S/PRST/2005/8). The United States recognized the tragic consequences suffered by children affected by armed conflict and welcomed effective monitoring and reporting of such violations. However, the United States expressed concern over some aspects of the proposed plan of action, including unanticipated policy and resource implications. In July, the Security Council requested the Secretary-General to implement a monitoring and reporting mechanism, within existing resources, and decided to establish a working group of the Council to review reports of this mechanism (Resolution 1612).
- **Role of Civil Society in Conflict Prevention and the Pacific Settlement of Disputes.** Representatives from the European Center for Conflict

Prevention, Columbia University Conflict Resolution Network, and the African Center for the Constructive Resolution of Disputes participated at an open meeting in September. At the end of the meeting, the Security Council underlined the need for a broad strategy for conflict prevention and pacific settlement of disputes in line with Chapter VI of the UN Charter, recognized the important supporting role of civil society, and expressed its intent to strengthen the Council's relationship with civil society (S/PRST/2005/42). In its statement, the United States asserted that in order to be effective in preventing conflict, civil society must be as inclusive as possible, allowing the views of a wide range of actors to be considered. Furthermore, the United States declared that building institutions which promote and sustain freedom and democratic ideals create the necessary foundations for preventing conflict.

- **Protection of Civilians in Armed Conflict.** The Security Council held two open meetings to consider this issue, one in June and another in December. At the end of the meeting in June, the Council reaffirmed its condemnation of the deliberate targeting of civilian and other protected persons and stressed the urgent need to ensure effective physical protection, especially for displaced populations, women, and children (S/PRST/2005/25). At both meetings the United States stressed that the primary responsibility for protecting civilians lies with states and their governments and that international efforts can only complement government efforts rather than assume responsibility for them.
- **HIV/AIDS and International Peacekeeping Operations.** The Security Council held a meeting in July at which it welcomed collaboration between the UN Department of Peacekeeping Operations and the Joint UN Program on HIV/AIDS and recognized that UN peacekeeping personnel can contribute to the response to HIV/AIDS, particularly for vulnerable communities in post-conflict environments (S/PRST/2005/33). The United States highlighted its commitment to combating HIV/AIDS, including technical assistance provided by the U.S. Department of Defense and the President's Emergency Plan for AIDS Relief to implement long-term strategies for education, prevention, counseling, testing, and treatment.
- **Role of the Security Council in Humanitarian Crises.** In July, the Security Council recognized the role the Council could play in bridging the gap between maintenance of international peace and security and the work of humanitarian and economic development assistance, while also noting the Secretary-General's proposal to establish a Peacebuilding Commission (S/PRST/2005/30). The United States asserted that a stable society with a successful economy is necessarily rooted in the rule of law and has representative institutions that operate predictably according to law. Furthermore, the United States stated that better coordination among UN entities and with donors, international financial institutions, and regional partners would improve the success of conflict prevention and called on

the Council to promptly act on the recommendation to establish a Peacebuilding Commission. The Council also discussed its role in humanitarian situations at meetings in June when the Executive Director of the World Food Program briefed the Council on Africa's food crisis, in July at a closed session during which the Secretary-General's Special Envoy for Human Settlements discussed the situation in Zimbabwe, and in December when UN Emergency Relief Coordinator reported on the situation in Africa. At these meetings, the United States underscored its concern for the grave humanitarian problems affecting Africa, particularly in northern Uganda, Zimbabwe, and Sudan.

- **UN Peacekeeping Operations.** Meeting in May, the Security Council condemned all acts of sexual abuse and exploitation committed by UN peacekeeping personnel and recognized the shared responsibility of the Secretary-General and all member states, especially troop-contributing countries, to prevent such abuse and enforce UN standards of conduct in this regard (S/PRST/2005/21).
- **Post-Conflict Peacebuilding.** In May, the Council acknowledged the role played by UN entities, international financial institutions, regional and subregional organizations, and civil society in the multidimensional, long-term process of peacebuilding. The Council also underscored the importance of ensuring that UN humanitarian, peacekeeping, political, and developmental activities are well coordinated system-wide and took note of the Secretary-General's proposal to establish a Peacebuilding Commission (PBC) (S/PRST/2005/20). The United States noted the new Department of State office charged with coordinating the U.S. Government's civilian capacity to prevent and respond to conflict, and expressed the view that the PBC should serve as an advisory body, operating by consensus, to provide expertise and coordination to principal UN bodies. The United States cautioned that it did not accept the overly simplistic solution of merely increasing assessed contributions to the United Nations to fund peacebuilding and reconstruction efforts and highlighted the fact that the United States is the largest contributor to the UN assessed budget, the largest donor of development assistance, and had the most generous private donors in the world. In December, the Council adopted two resolutions, one unanimously, which established the Peacebuilding Commission (Resolution 1645), and one by a vote of 13(US) to 0, with 2 abstentions, which set forth election procedures for the Council's representatives to the PBC's Organizational Committee (Resolution 1646).
- **The Role of Civil Society in Conflict Prevention and the Pacific Settlement of Disputes.** The Council adopted a resolution in October which expressed its determination to further develop cooperation between the United Nations and regional and subregional organizations, consistent with Chapter VIII of the UN Charter, and stressed the importance of developing the capacity of regional and subregional organizations to

deploy peacekeeping forces in support of UN peacekeeping operations (Resolution 1631). Noting that when properly planned, activities of regional and subregional organizations can strengthen and reinforce a variety of critically important UN objectives, the United States highlighted the Global Peace Operations Initiative and the African Contingency Operations Training and Assistance program as two U.S. initiatives in this regard.

- **Small Arms.** In February, the Security Council encouraged arms-exporting countries to exercise the highest degree of responsibility in small arms and light weapons transactions and encouraged international and regional cooperation to prevent their diversion to terrorist groups (S/PRST/2005/7). The United States stressed the destabilizing effect illicit small arms and light weapons as a major obstacle to peace, expressed the position that any international instrument aimed at tracing illicit small arms should be practical and effective, and noted expanded U.S. assistance programs to safeguard and eliminate these dangerous weapons.
- **Women and Peace and Security.** In October, the Security Council strongly welcomed the UN System-wide Action Plan to monitor strategies and programs aimed at advancing the role of women in peace and security areas (S/PRST/2005/52). The United States expressed the belief that, while historically under-represented in most peace negotiations, women bring certain unique qualities and perspectives to such endeavors and that society not only dictates but demands the need for women to be involved in peace processes.

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